

**Joint Publication 3-07.7**



# **Doctrine for Civil Support**



**First Draft  
19 December 2001**



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## CHAPTER I

### INTRODUCTION

**(WORKING DRAFT 31-10-01)** *“The American military and all of its Reserve Components, and particularly the National Guard have a long and distinguished record of achievement in both the traditional military role of armed combatant and the domestic and international role of humanitarian helper.”*

Lieutenant General Edward D. Baca  
Chief, National Guard Bureau  
Washington, DC, January 1996

#### 1. Context of Operations

The US military primarily organizes, trains, and equips forces to conduct combat operations. It also has the capability to rapidly respond to domestic emergencies or disasters and provide support to civil authorities. This response capability is known as civil support (CS), one of the two key pillars contributed by the Department of Defense to homeland security. CS is DOD support to US civil authorities for natural and manmade domestic emergencies, civil disturbances, and authorized law enforcement activities.



Figure I-1. Civil Support Relationship to Homeland Security and Homeland Defense

1 The Department of Defense, in providing CS, along with 26 other governmental and non-  
2 governmental signatories, responds to these incidents in accordance with the Federal  
3 Response Plan (FRP). The FRP describes the policies, planning assumptions, concept of  
4 operations, response and recovery actions, and responsibilities of 27 Federal departments and  
5 agencies, including the American Red Cross, that guide Federal operations following a  
6 Presidential declaration of a major disaster or emergency. DOD CS usually occurs after a  
7 Presidential declaration of a major disaster or an emergency and is designed to supplement  
8 the efforts and resources of state and local governments and voluntary organizations. CS  
9 encompasses those activities and measures taken by the Department of Defense to foster  
10 mutual assistance and support between the Department of Defense and federal, state, or local  
11 civil government agencies in planning or preparedness for, or in the application of resources  
12 for response to, the consequence of civil emergencies or attacks, including national security  
13 emergencies. In providing CS, the US military always responds in support of another lead  
14 federal agency (LFA). CS encompasses military assistance to civil authorities (MACA) and  
15 military support to civil authorities (MSCA).

## 17 **2. Principles of Civil Support**

19 The President and the Secretary of Defense establish priorities and determine what DOD  
20 resources will be made available for domestic support. Commanders ensure that DOD  
21 resources are used judiciously by adhering to the following principles.

- 23 a. Civil resources are applied first in meeting requirements of civil authorities.

b. DOD resources are provided only when response or recovery requirements are beyond the capabilities of civil authorities (as determined by FEMA or another LFA for emergency response).

c. DOD specialized capabilities (e.g., airlift and reconnaissance) are used efficiently.

d. Military forces shall remain under military C2 under the authority of the DOD executive agent at all times.

e. DOD components shall not perform any function of civil government unless absolutely necessary and then only on a temporary basis under conditions of immediate response.

f. Unless otherwise directed by the Secretary of Defense, military missions will have priority over MACA missions.

### **3. Categories of Civil Support**

CS operations, for the purposes of this publications, are divided into three broad categories: these categories, in many cases, can overlap or be in effect simultaneously during CS operations, depending on the particular circumstances of the incident. These categories provide structure in this publication for the discussion and understanding of CS.

- Military support to domestic relief operations (DRO)

- Military support to civilian law enforcement agencies (MSCLEA).

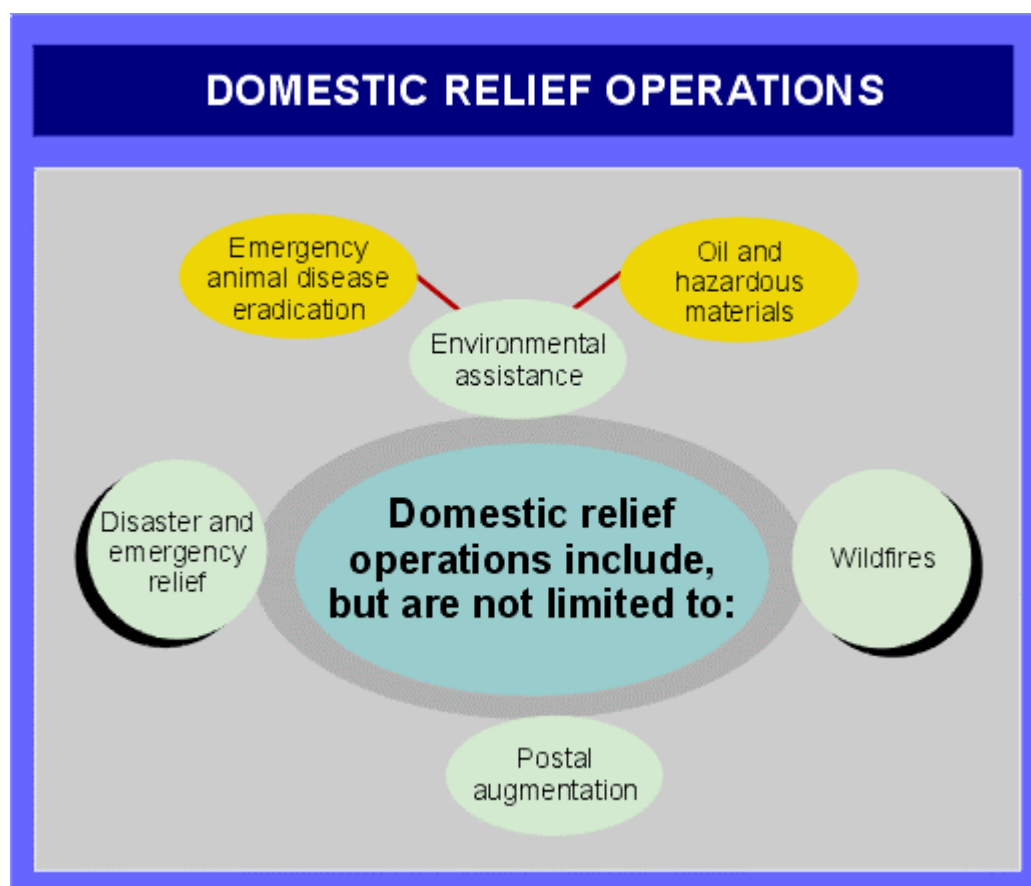
- Military assistance to domestic consequence management operations in response to a chemical , biological, radiological, nuclear, and high yield explosive (CBRNE) situation.

CS is conducted in response to domestic emergencies that endanger life or property or disrupt the usual process of government. CS may occur in any of the 50 states, District of Columbia, Commonwealth of Puerto Rico, Virgin Islands, Territory of Guam, Territory of American Samoa, Commonwealth of the Northern Mariana Islands, Republic of Palau, and US territorial waters. The military support for civil support is characterized by the types of military response, command and control (C2) relationships, and the resources provided to civil authorities in a civil support operation. However, a military response may overlap into one or more types of civil support. For example, the release of a chemical agent could cause mass evacuation and relocation of civilians as well as extensive casualties. In this instance, the military would have to respond to a CBRNE event as well as provide assistance typically found in DRO.

a. **Military Support to Domestic Relief Operations.** DOD support to DRO, as shown in Figure I-2, involves responding to and mitigating the effects of a natural or manmade disaster in support of the lead federal agency (LFA). When appropriate, the President may direct the military to respond to supplement local, state, and federal relief efforts in order to save lives, to protect property and public health and safety, or to lessen or avert the threat of catastrophe in any part of the United States.

1 See Chapter II, “Domestic Relief Operations,” for more information.

2



3

4

Figure I-2. Domestic Relief Operations

5

6 Military support to DRO includes but is not limited to the following.

7

8 • Natural Disasters or Emergencies.

9

10 •• Earthquakes

11

12 •• Floods

•• Hurricanes

•• Wildfires

•• Emergency animal disease eradication



*Domestic emergencies such as hurricanes may overwhelm the ability of state, local, and volunteer agencies to provide victims with services to sustain life.*

• **Manmade Disasters or Emergencies**

•• Oil spills

•• Chemical spills

•• Postal augmentation

b. **Military Support to Civilian Law Enforcement Agencies.** MSCLEA includes military assistance for civil disturbances (MACDIS) and other types of support to civilian law enforcement agencies (LEAs) as shown in Figure I-3. The use of the military in law enforcement roles is generally a sensitive topic and significant restrictions apply to such use.

See Chapter III, “Military Support to Law Enforcement Agencies,” for more information.

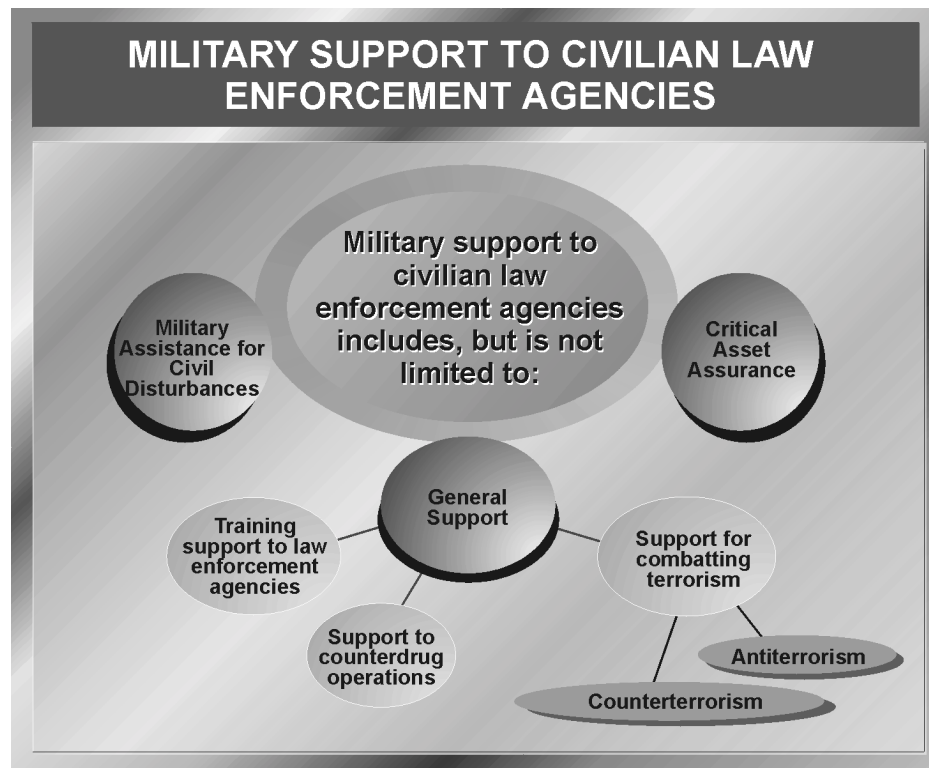


Figure I-3. Military Support to Civilian Law Enforcement Agencies

**Military support to LEAs includes, but is not limited to:**

- 1     • MACDIS
- 2
- 3     • Support to counterdrug operations
- 4
- 5     • Support for combatting terrorism
- 6
- 7         •• Antiterrorism
- 8
- 9         •• Counterterrorism
- 10
- 11    • General Support
- 12
- 13         •• Training support to law enforcement agencies
- 14
- 15         •• Critical asset assurance
- 16
- 17    • The Federal Bureau of Investigation (FBI), as the LFA for combatting terrorism, within
- 18      the United States, territories and possessions, coordinates and directs the overall federal
- 19      crisis management response to these incidents , with the Department of Defense
- 20      supporting the LFA.
- 21
- 22    • DOD authority to conduct support to LEAs is based primarily on the direction of the

1 President acting under the authority of the Constitution and statutory law to employ the  
2 Armed Forces of the United States to suppress insurrections, rebellions, and domestic  
3 violence, and provide federal supplemental assistance to the states to maintain law and  
4 order.

5  
6 See Appendix C, “References and Legal Authorities,” for DOD authority to conduct  
7 support to LEA.

8  
9 **c. Military Assistance to Domestic Consequence Management Operations in**  
10 **Response to an Incident Involving CBRNEs.** DOD CM assistance to domestic CBRNE  
11 operations is the provision of specialized assistance to respond to a threat or incident  
12 involving the functioning or dispersal of a CBRNE within the continental United States  
13 (CONUS), its territories, and possessions. Federal legislation outlines how DOD forces may  
14 be used to deter and mitigate the consequences of a terrorist incident involving a CBRNE. A  
15 unique relationship exists under this type of incident, with United States Joint Forces  
16 Command providing C2 for all designated DOD forces responding to a CBRNE incident  
17 within the United States, its territories, and possessions.

18  
19 This category is discussed in greater detail in Chapter IV, “Support to Incidents Involving  
20 Chemical, Biological, Radiological, Nuclear, and High Yield Explosives.

#### 4. Types of Emergency Responses

Types of response to domestic emergencies include crisis and consequence management and technical operations. These responses can occur simultaneously, sequentially, or independently of each other.

a. **Crisis Management.** This response occurs under the primary jurisdiction of the federal government. The agency with primary responsibility or LFA for response to acts of terrorism, for example, is the the Department of Justice (DOJ) exercised through the FBI. Crisis management response in such cases involves measures to resolve the hostile situation, investigate, and prepare a criminal case for prosecution under federal law.

b. **Consequence Management (CM).** This type of response occurs under the primary jurisdiction of the affected state and local government. The federal government provides assistance when required. When situations are beyond the capability of the state, the governor may request federal assistance from the President. The President may direct the federal government to provide supplemental assistance to state and local governments to alleviate the suffering and damage resulting from disasters or emergencies. The agency with primary responsibility for coordination of federal assistance to state and local governments is the Federal Emergency Management Agency (FEMA). CM involves measures to alleviate the damage, loss, hardship, or suffering caused by emergencies. It includes measures to restore essential government services, protect public health and safety, and provide emergency relief to affected governments, businesses, and individuals.

1 c. **Technical Operations.** Technical operations are activated to address aspects of  
2 **nuclear, biological, and chemical (NBC) materials** that are encountered in crisis and  
3 consequence management operations. Technical operations involve measures to identify and  
4 **assess the threat** posed by the hazardous material, to **provide consultation** to decision  
5 makers concerning the implications of the hazardous material for crisis and consequence  
6 management, to **neutralize** the material, and to **provide decontamination assistance**.  
7 Technical operations may be triggered pre-release in support of the crisis management  
8 response and continue post-release in support of the CM response. The LFA for technical  
9 operations depends upon the material involved and the location of the incident.

10  
11 • **Nuclear Materials.** For incidents involving nuclear material, the LFA (FEMA) for the  
12 **Federal Radiological Emergency Response Plan (FRERP)** coordinates the federal  
13 response; activates a federal radiological monitoring and assessment center and an  
14 advisory team for environment, food, and health effects; and recommends protective  
15 actions to the state to protect public health and safety from the nuclear hazard.

16  
17 • **Biological and Chemical Materials.** For incidents involving biological or chemical  
18 materials, the **Department of Health and Human Services (DHHS)** is leading the  
19 development of an interim health and medical services support plan for the federal  
20 response to acts of chemical and biological terrorism. This plan includes threat  
21 assessment, consultation, agent identification, epidemiological investigation, hazard  
22 detection and reduction, decontamination, public health support, medical support, and  
23 pharmaceutical support operations.

- 1 • **Hazardous Materials.** Except for discharges into or threatening the waters of the  
2 coastal zone, as defined in the National Oil and Hazardous Substance Pollution  
3 Contingency Plan (NCP) and regional contingency plans, the **Environmental Protection**  
4 **Agency (EPA)** acts as on-scene coordinator for oil and hazardous substances and  
5 coordinates the environmental response, which provides environmental monitoring,  
6 decontamination, and long-term site restoration (environmental cleanup) operations. For  
7 oil spills and hazardous substance discharges into the coastal zone, the US Coast Guard  
8 serves as on-scene coordinator.

## 10 5. Roles and Responsibilities

11  
12 Military forces conduct most civil support operations under different command  
13 arrangements than in other operations. In many cases the forces involved respond to  
14 direction and guidance from the Secretary of the Army (SECARMY), who serves as the DOD  
15 executive agent through the Director of Military Support (DOMS), the executive agent's  
16 action agent. However, specific approval authority and procedures in DODD 3025.15,  
17 *Military Assistance to Civil Authorities*, apply in the case of sensitive support requests, acts  
18 or threats of terrorism, and requests for support from civilian law enforcement authorities that  
19 have the potential for confrontation with individuals or groups or that may result in the use of  
20 lethal force, or when forces involved are assigned to unified combatant commands.

21  
22 a. **National Command Authorities (NCA).** The NCA exercise authority and control of  
23 the **Armed Forces of the United States** in CS through the chain of command described in

1 Joint Publication (JP) 0-2, *Unified Action Armed Forces (UNAAF)*.

2  
3 b. **Department of Defense.** Domestic emergencies usually occur suddenly and may be of  
4 such magnitude as to place significant demands on military support. **The Department of**  
5 **Defense's capability to conduct CS quickly and effectively can help civil authorities**  
6 **address extraordinary circumstances.** DOD personnel involved with CS must know the  
7 roles and responsibilities of other government agencies in addressing domestic emergencies.

- 8  
9 • **The Department of Defense always conducts CS to support another agency.** For CS  
10 responses in conjunction with the FRP, the Department of Defense has primary  
11 responsibility for public works and engineering (Emergency Support Function (ESF) 3  
12 under the FRP). The US Army Corps of Engineers (USACE) represents the executive  
13 agent through the DOMS. **Commanders may act in the event of an emergency,** under  
14 immediate response authority, prior to receiving authority from the NCA or chain of  
15 command. Current guidance allows military commanders to take necessary action to  
16 respond to requests of civil authorities under immediate response when time does not  
17 permit prior approval from higher headquarters, in order to save lives, prevent human  
18 suffering, or mitigate great property damage.

19  
20 •• **DRO.** During DRO, the Department of Defense, in coordination **with FEMA,**  
21 generally **supports federal agencies** that have primary ESF responsibility in the FRP.  
22 This coordination is effected between the defense coordinating officer (DCO) and the  
23 federal coordinating officer (FCO).

1       •• **MSCLEA.** When the Department of Defense provides military support to LEAs,  
2       DOJ is generally the LFA.

3  
4       •• **CBRNE CM.** In military support to incidents involving CBRNE, the Department of  
5       Defense supports the LFA through USJFCOM's JTF-CS. USJFCOM will respond in its  
6       CBRNE-CM role providing follow-on forces behind local responders and state assets  
7       who will normally arrive at the incident site first. USJFCOM will respond when the  
8       President issues a Federal emergency declaration and the NCA approves through the Joint  
9       Operation Planning and Execution System (JOPES) the use of DOD assets in support of  
10      the LFA.

- 11  
12      • The following DOD individuals and organizations have key roles and responsibilities in  
13      CS.

14  
15      •• **Secretary of Defense.** The Secretary of Defense (SecDef) **retains approval**  
16      **authority** for DRO involving the use of **combatant commander-assigned forces**  
17      (personnel, units, and equipment), DOD support to **civil disturbances**, DOD response to  
18      **acts of terrorism**, and DOD support that will result in a planned event with the **potential**  
19      **for confrontation** with specifically identified individuals or groups, or will result in the  
20      use of deadly force. The SecDef and the Deputy SecDef have the primary responsibility  
21      within the Department of Defense to provide the overall policy and oversight for CS in  
22      the event of a domestic CBRNE incident.

1       **•• Assistant Secretary of Defense for Special Operations/Low-Intensity Conflict**

2       **(ASD(SO/LIC))** provides civilian oversight for all combatting terrorism and domestic  
3       CBRNE CM activities. This oversight includes direction and supervision for policy,  
4       program planning, execution, and allocation and use of resources for the Department of  
5       Defense. ASD(SO/LIC) represents the SecDef on all combatting terrorism matters,  
6       including CBRNE CM, outside the Department of Defense.

7  
8       **•• Assistant Secretary of Defense for Reserve Affairs (ASD(RA))** is responsible for  
9       monitoring Reserve Component (RC) readiness. ASD(RA), in coordination with ASD  
10      (SO/LIC), provides policy and program oversight of RC assets designated to respond to  
11      domestic CBRNE CM. In coordination with ASD(SO/LIC) the Joint Staff, and the  
12      Services ASD(RA) ensures appropriate Reserve and National Guard forces are integrated  
13      into CBRNE CM response efforts.

14  
15      **•• Secretary of the Army.** The SECARMY is the **DOD executive agent for DRO**  
16      **(excluding CBRNE incidents) and MACDIS.** As the executive agent, the SECARMY  
17      is **delegated** (by the Secretary of Defense) **support approval for emergency support to**  
18      **a natural or man-made disaster involving DOD assets.** Where unified combatant  
19      commanders' assets may be employed, DOMS will coordinate the commitment of  
20      military forces with the Chairman of the Joint Chiefs of Staff and obtain approval in  
21      accordance with DODD 3025.15, *Military Assistance to Civil Authorities*. Following  
22      SecDef approval, the Chairman of the Joint Chiefs of Staff transmits orders through the  
23      DOMS to the appropriate supported unified combatant commander for **execution and**

1 **management by the SECARMY.** When unified combatant commander assets are not  
2 involved, the SECARMY, as executive agent for the Secretary of Defense, may task the  
3 Services or DOD agencies directly to provide emergency support. The SECARMY  
4 exercises operational authority and direction through the DOMS.

5  
6 **•• Department of the Army Director of Military Support.** The DOMS, a general  
7 officer appointed by the SECARMY, is the DOD primary contact for all federal  
8 departments and agencies during DOD involvement in providing DRO and MACDIS.  
9 The DOMS ensures the planning, coordination, and execution of DRO and MACDIS.

10  
11 **•• Chairman of the Joint Chiefs of Staff.** The Chairman of the JCS has numerous  
12 responsibilities under CS. These include advising the SecDef on operational policies,  
13 responsibilities, and programs relating to CS; assisting the SecDef when he or she is  
14 implementing operational responses to threats or acts of terrorism; assist the SECARMY  
15 in his or her executive agent responsibilities for civil disturbance and disaster support and  
16 management. The Chairman ensures that plans and operations for civil support are  
17 compatible with other military plans, as well as assisting combatant commanders in  
18 meeting their operational requirements for providing CS that has been approved and  
19 directed by the SecDef. The Chairman serves as the principal military advisor to the  
20 SecDef and the President in preparing for and responding to a CBRNE situation, and  
21 ensures that military planning is accomplished to support the lead agency for CBRNE-  
22 CM. *For a complete listing of SecDef responsibilities in regards to CS, refer to the key*  
23 *publications shown in paragraph 11 of this chapter.*

1       **•• Commander in Chief, US Joint Forces Command.** USCINCFCOM serves as the  
2       **DOD principal planning agent and supported commander for CS** for the 48  
3       contiguous states, the District of Columbia, and US territorial waters and validates all  
4       requests for military assistance during CS in the USJFCOM area of responsibility (AOR).

5  
6       **•• Commander, Joint Task Force- Civil Support.** JTF-CS is a standing JTF under  
7       USCINCFCOM. When directed by USJFCOM, JTF-CS accepts OPCON of DOD  
8       CBRNE forces (less joint special operations task forces and US Army Corps of  
9       Engineers) when the NCA approve their use, for response to CBRNE incidents. During  
10      routine operations, JTF-CS will act as USJFCOM primary point of contact for all  
11      domestic operational CBRNE CM matters in support of the LFA. It participates in the  
12      planning, doctrine development, training, and management of CBRNE exercises.  
13      Additionally, it participates in the requirements identification and promotion of  
14      interoperability as the USJFCOM CBRNE CM subject matter expert.

15  
16      **•• Commander in Chief, US Southern Command (USCINCSO).** USCINCSO serves as  
17      **DOD principal planning agent and supported commander for CS** in the  
18      Commonwealth of Puerto Rico, the Virgin Islands, and US territorial waters in the Gulf  
19      of Mexico and Caribbean, and validates all requests for military resources during CS in  
20      its AOR.

21  
22      **•• Commander in Chief, US Pacific Command (USCINCPAC).** USCINCPAC serves as  
23      **DOD principal planning agent and supported commander for CS** in Alaska, Hawaii,

1 Territory of Guam, Territory of American Samoa, Commonwealth of the Northern  
2 Mariana Islands, US administrative entities, and US territorial waters within Pacific  
3 Command and validates all requests for military resources during CS in its AOR.

4  
5 •• Commander in Chief, US Special Operations Command (USCINCSOC).

6 USCINCSOC provides special operations forces (SOF) as required in support of the LFA  
7 during domestic CBRNE CM operations, as well as liaison officers (LNOs) and other  
8 assistance to the supported combatant commanders as required.

9  
10 •• **Commander in Chief, US Transportation Command (USCINCTRANS).**

11 USCINCTRANS supports USCINCFJCOM, USCINCPAC, USCINCSO and  
12 USCINCSOC and serves as the DOD single manager for transportation, providing  
13 common-user air, land, and sea transportation and terminal services to meet national  
14 security objectives. USCINCTRANS exercises combatant command (command  
15 authority) (COCOM) of the Military Traffic Management Command, Air Mobility  
16 Command, and Military Sealift Command, collectively known as the transportation  
17 component commands.

18  
19 •• **National Guard.** The National Guard, in state status, is the governor's **primary**  
20 **response organization for emergencies and disasters.** The state National Guard  
21 responds under the governor's control, not the Department of Defense's, in accordance  
22 with state laws. However, when the National Guard is federalized by order of the  
23 President, it responds under the same limitations and C2 arrangements as active

component military organizations. National Guard commanders are responsible for planning and training their forces for both federal and state missions.

#### A 30-YEAR SUMMARY: THE MICHIGAN NATIONAL GUARD

The largest call-up of the Michigan National Guard in the state's history was in 1967 when 8,550 soldiers were activated in response to a disturbance in Detroit.

Michigan's last crippling snowstorm was in 1978 and it affected 43 counties. About 500 National Guard soldiers were called to state active duty. During the snowstorm, their units were tasked to transport medical personnel from their homes to the hospitals and to assist with food distribution.

In 1980, a major tornado struck affecting three counties in southwest Michigan. National Guard assets were used to clear the debris.

In the summer of 1983, Michigan's upper peninsula was plagued by a series of forest fires started by lightning storms. The fires destroyed a large game and refuge area plus over 80,000 acres of farm land. The National Guard was mobilized and provided helicopters for damage assessment and soldiers to fight the fires.

The last major flood to affect Michigan occurred in 1986. The flood caused many dams to collapse and affected 42 counties in lower Michigan and a large portion of agricultural crops were damaged or lost. The Guard provided engineer support, shelters, and assisted with food and medical distributions to families.

SOURCE: LTC Dennis D. Hull, Michigan National Guard  
Presentation to a Partnership for Peace Workshop, April 1995

Individual Air National Guard units and personnel may volunteer to augment active duty DOD units for emergencies and disasters. In such situations the Air National Guard units come under the C2 of the appropriate active duty commander.

●● **Reserve Forces.** Although reserve forces are capable of conducting a wide range of CS, federal law limits the use of such forces. Reserve forces can provide equipment and other resources (technical expertise) for CS and incidents involving CBRNE.

- **US Coast Guard (USCG).** The USCG is designated as the lead agency for maritime counterdrug operations and supports the Department of Defense in other CS operations such as disaster relief.

- **Other Agencies.** DOD military forces should understand the **roles, responsibilities, and capabilities of other agencies.** This is particularly important since DOD military forces normally support another federal agency.

See JP 3-08, *Interagency Coordination During Joint Operations*, for further information.

## 6. Command and Control Process

C2 relationships in CS may be **tailored to a particular situation**, such as Presidential inaugurations. **Command relationships always begin with the NCA.** Additionally, the provisions of DODD 3025.15, *Military Assistance to Civil Authorities*, apply for approval authority and execution procedures when military assistance is provided to civil authorities. Since the C2 relationships vary depending on the CS mission, they will be discussed in detail in each of the following chapters.

## 7. Legal Considerations

The employment of the military in CS involves many legal issues; therefore, **comprehensive legal reviews of CS plans are needed.** Sound legal advice during DSO will

1 ensure that the application of military capabilities and resources are within the constraints of  
2 the law. Commanders involved in CS~~DSO~~ should staff plans, policies, programs, exercises,  
3 funding, operations, constraints, and limitations with their staff judge advocates (SJAs) to  
4 **ensure conformity with legal requirements.** The use of federal military personnel in CS is  
5 limited by law. Within the United States, civilian agencies provide for the needs of citizens.  
6 Federal, state, and local governments execute US laws with the assistance of LEAs.

7  
8 See Appendix C, “References and Legal Authorities,” for more information.

9  
10 a. **Constitutional Responsibility.** Under the Constitution, civilian government is  
11 responsible for preserving public order and carrying out governmental operations within its  
12 territorial limits —by force, if necessary. Under limited circumstances, the Constitution  
13 allows the President to authorize the use of the military to execute or enforce the law when  
14 necessary in the interests of national security.

15  
16 b. **The Posse Comitatus Act.** The Posse Comitatus Act, as amended, significantly  
17 restricts the use of military forces in federal status. It prescribes criminal penalties for use of  
18 the US Army or the US Air Force to execute laws or to perform **civilian law enforcement**  
19 **functions within the United States.** DOD policy extends this prohibition to the US Navy  
20 and Marine Corps. Posse Comitatus does not apply to the USCG. Chapter III, “Military  
21 Support to Law Enforcement Agencies,” contains additional information on this act.

22  
23 c. **Military Support to Civilian LEAs.** Limited military support to LEAs is allowed

under other laws such as, 10 United States Code (USC) Sections 371-381. Under these laws, **the military may share certain information and provide equipment, facilities, and other services to LEAs.** Other exceptions to the provisions of the Posse Comitatus Act are contained in the annual DOD Authorization Act, which allows certain types of military support in the national counterdrug effort. DOD policies for providing military support to LEAs, including personnel and equipment, are contained in DODD 5525.5, *DOD Cooperation with Civilian Law Enforcement Officials*.

## **8. Planning Considerations**

When directed, the Department of Defense responds to domestic emergencies in accordance with the **FRP and unified command supporting plans** as tasked by the Joint Strategic Capabilities Plan (JSCP). The most prominent of these plans is the FRP, which is coordinated by FEMA. **The designation of the agency with primary responsibility depends on the type of emergency.**

a. **Response Channels.** While most CS-is coordinated through DOMS or the joint staff, **the military may also respond through other channels.** Federal agencies may request DOD support based on interagency memoranda of agreement (MOAs). For example, under an interagency MOA, the US Navy may deploy oil containment and recovery equipment to support USCG (Department of Transportation) efforts to clean up oil spills. Numerous interagency MOAs provide the basis for coordinated responses when situations warrant. In addition, USACE has civil authority, responsibilities, capabilities, and unique

1 funding within the Department of Defense.

2

3 b. **Operation Stages.** Domestic disaster operations are normally conducted in stages:

4 **response, recovery, and restoration.** The role of the military is often **most intense in the**

5 **response stage**, decreasing steadily as the operation moves into the recovery and restoration

6 stages. **Response operations** focus on those **life-saving and sustaining functions** required

7 by the population in the disaster area. **Recovery operations** begin the process of **returning**

8 **the community infrastructure and services** (both municipal and commercial) **to a status**

9 **that satisfies the needs of the population.** **Restoration** is a long-term process that **returns**

10 **the community to pre-disaster normalcy.** Military forces normally redeploy as operations

11 transition from the response to the recovery stage; the military role in disaster assistance

12 operations is transferred to civilian organizations as soon as practicable.

13

14 c. **Simultaneous Operations.** CS may take place simultaneously with other operations.

15 **DRO and MSCLEA may occur simultaneously.** They may also be conducted during

16 peace, conflict, during transition to or from war or war, and during a national security

17 emergency. However, unless directed by the NCA, **primary military missions take**

18 **precedence over CS.** Consequently, there may be competing requirements for units and

19 support such as transportation, equipment, and supplies that have to be balanced with

20 commitments elsewhere in the world. Asset sourcing conflicts must therefore be quickly

21 resolved to prevent delays in responding to time-sensitive requirements.

22

23 d. **Public Affairs (PA).** CS usually draws extensive media attention. Military PA

1 operations are subject to approval of the lead agency. Military public affairs officers (PAOs)  
2 operate in an interagency environment, with **emphasis on cooperation, coordination, and**  
3 **unity of effort**. Commanders operate in an environment of complex information demands.  
4 A number of news media will already be in an operational area when military forces arrive.  
5 Their continued free access is not normally impeded. **The impression of the assistance**  
6 **effort depends to a great extent on the media**. The public's perception also influences the  
7 cooperation and coordination between commanders and civilian leaders. **Positive public**  
8 **support is a force multiplier that facilitates mission accomplishment**. Lack of public  
9 support, on the other hand, can seriously impede the effective and efficient employment of  
10 military forces in CS. The PAO is a key member of the commander's staff. The PAO  
11 advises the commander on the information demands anticipated, information strategies  
12 available, and the effect of the communications effort. The commander may find it necessary  
13 to create an ad hoc public affairs organization to support the operation. Regardless of how  
14 military units provide PA support, **leaders should always involve their PA personnel in**  
15 **planning operations**.

- 16  
17 • News media access to CS operational areas is subject to the approval of the lead civilian  
18 agency. **PAOs operate under any constraints imposed by the government agency**  
19 **that has jurisdiction**. The lead agency has release authority. The military must  
20 coordinate all PA activities with the lead agency and comply with its PA guidance.  
21 Military PA personnel should augment the joint information center when its has a  
22 twofold mission to aggressively tell the Federal story and satisfy media requirements.

1 For further details, see JP 3-61, *Doctrine for Public Affairs in Joint Operations*.

2  
3 e. **Coordination.** In CS, DOD personnel work closely with civilian government officials  
4 from federal, state, and local governments, as well as volunteer agencies. The need to  
5 coordinate activities in nonmilitary terms is of the utmost importance. This requires an  
6 understanding of the terms and needs of the other agencies.

7  
8 Refer to JP 3-08, *Interagency Coordination During Joint Operations*, for further guidance.

9  
10 f. **Use of Force Guidelines and Rules of Engagement (ROE). The standing rules of**  
11 **engagement (SROE) for US forces**, as delineated in Chairman of the Joint Chiefs of Staff  
12 Instruction (CJCSI) 3121.01 *Standing Rules of Engagement for US Forces*, **establish**  
13 **fundamental policies and procedures governing the actions to be taken by US force**  
14 **commanders** during all military operations, contingencies, or prolonged conflicts. SROE  
15 may provide a basis for development of ROE in some CS operations. However, SROE do  
16 not apply to US forces deployed to assist federal and local authorities during times of civil  
17 disturbance or to USCG and other support units while conducting law enforcement  
18 operations. Forces in civil disturbance situations follow **the use-of-force policy found in**  
19 **DOD Civil Disturbance Plan GARDEN PLOT** (Appendix 1 to Annex C of GARDEN  
20 PLOT). The SROE address ROE in counterdrug support operations. US forces deployed to  
21 assist federal and local authorities in disaster assistance missions, such as hurricanes and  
22 earthquakes, follow use-of-force guidelines as set forth in the mission's execute order and  
23 subsequent orders. US forces that support operations not under operational or tactical control

1 of a combatant commander or those that perform missions under direct control of the NCA,  
2 Military Departments, or other USG departments or agencies operate under use-of-force  
3 policies or guidelines that have been coordinated and promulgated from the Secretary of  
4 Defense. US military forces are not to be placed under the command of LEAs or non-  
5 federalized National Guardsmen.

- 6  
7 • In CS, appropriate military capabilities are applied prudently and with restraint. Use of  
8 force guidelines and ROE are more restrictive, detailed, and sensitive to political  
9 concerns and may change frequently during operations. Restraints on weaponry, tactics,  
10 and levels of force characterize CS. A military force replete with heavy weaponry and  
11 combat equipment may antagonize citizenry. Heavy weapons invite violations of use of  
12 force policy that could inflame public sentiment. Nonlethal technology may assist as a  
13 means of crowd control and other related situations.

- 14  
15 • Military forces involved in CS should be trained in use of force and ROE before  
16 operations begin. **Military leaders ensure that forces know and can apply use of**  
17 **force guidelines and ROE.** Commanders should consult their SJAs regarding the  
18 implementation of any training program on use-of-force guidelines and ROE. These  
19 should be continually stressed during the operation. Written guidance, frequent  
20 information update briefings, and brief-backs are ways to ensure that military forces  
21 understand their roles.

- 22  
23 • **Environmental Considerations.** Commanders should make environmental

considerations an integral part of the mission planning and operational decision making process. All joint operations within the United States and US territories should be conducted in compliance with applicable federal, state, and local environmental regulatory guidance. Adverse environmental impacts should be avoided or mitigated when practicable, based on mission requirements and response to emergency situations.

For further information, see JP 4-04, *Joint Doctrine for Civil Engineering Support*.

## 9. Key References

The list of key references pertaining to CS is extensive. They include, but are not limited to, the following:

a. **Federal Response Plan (FRP).** The FRP is the **overarching plan that guides all support** for consequence management to state and local governments. The FRP outlines federal responsibilities (including the Department of Defense) and provides the **framework for coordinating civil-military requirements**. The plan may be fully or partially activated, depending on the scope of the disaster and the needs of the supported state and local governments. Along with the Department of Defense, 27 other federal departments and agencies, including the American Red Cross (ARC), provide the full implementation of this plan. The FRP groups disaster assistance into 12 functional areas called **emergency support functions or ESFs**.

See Chapter II, “Domestic Relief Operations,” for more details.

b. **Department of Defense Directive (DODD) 3025.15, *Military Assistance to Civil Authorities*** is the directive that **governs all military support to civil authorities** in the United States, its territories, and possessions (except counterdrug). Military assistance to civil authorities (MACA) are those DOD activities and measures covered under military support to civil authorities (natural and manmade disasters) (see subparagraph c below) plus DOD assistance for civil disturbances, counterdrug, sensitive support, counterterrorism, and law enforcement.

c. **DODD 3025.1, *Military Support to Civil Authorities***. Military support to civil authorities (MSCA) are those activities and measures taken by DOD components to foster mutual assistance and support between the Department of Defense and any civil government agency in planning for, or in the application of resources for response to, the consequences of civil emergencies.

d. **DODD 3025.12, *Military Assistance for Civil Disturbances***, outlines the policies and responsibilities governing planning and response by the DOD components for military assistance to federal, state, and local government (including government of US territories) and their law enforcement agencies for civil disturbance operations.

e. **DODD 5525.5, *DOD Cooperation with Civilian Law Enforcement Officials***. This directive provides policies and procedures with respect to DOD assistance to federal,

1 state, and local civilian law enforcement efforts.

2

3 f. **CJCSI 3125.01, *Military Assistance to Domestic Consequence Management***

4 ***Operations in Response to a Chemical, Biological, Radiological, or Nuclear, or High-Yield***

5 ***Explosive Situation.*** This instruction provides operational policy and guidance for US

6 military forces supporting domestic consequence management operations to prepare for and

7 respond to the effects of a threatened or actual CBRNE situation.

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## CHAPTER II

### DOMESTIC RELIEF OPERATIONS

*"Military Support to Civil Authorities is an important constitutional doctrine of the United States. The important words are 'support' and 'civil authorities.' The military is never in charge, but always in a support role when called upon. What the US is finding is that [this] doctrine is something that emerging democracies all over the world. . . want to understand."*

**Maxwell Alsten, Director for Emergency Planning  
Office of the Secretary of Defense  
Huntsville, Alabama, April 1995**

#### 1. Overview

Domestic relief operations include DOD assistance and support to any civil government agency planning for and **responding to civil emergencies resulting from natural or manmade disasters.**

a. **Military Response.** The US military and other DOD agencies are capable of rapidly responding to a broad spectrum of emergencies on short notice. Personnel and associated equipment, although organized to conduct combat operations, can apply many of their skills to support disaster or emergency assistance operations of short duration. The C2 system inherent in military units provides a significant advantage when deployed in the bare base environment created by a catastrophic disaster. However, unless directed by the Secretary of Defense, continuity of military operations has priority over DRO.

b. **Emergency Planning.** The separate elements and capabilities of DOD components

work in concert to employ DOD emergency planning and response. **DOD planning combines interagency coordination and connectivity with the civil emergency preparedness structure.** The Department of Defense is a major supporting agency in assisting federal, state, and local agencies to respond to disasters that threaten life, property, or the continuity of government. Several response plans identify the type of support and how it is provided. Each plan forms the basis for initial response, identifies the participants and their responsibilities, and represents the point of departure for support that becomes event-specific. These response activities can be characterized as either **specific emergencies or non-declared emergency missions.** They are coordinated by the LFA. Non-declared emergencies represent emergencies of any kind or size that may require a response by the Department of Defense but for which a Presidential disaster declaration has not been issued. These may include situation-specific emergency conditions that require support under existing agreements or laws such as flood control, forest fires, and hazardous materials spills or immediate response.

c. The **Stafford Disaster Relief and Emergency Assistance Act** provides the authority for the federal government to respond to disasters and emergencies in order to save lives and protect public health, safety, and property.

d. **Federal Response Plan.** This umbrella plan guides federal support to state and local governments. The FRP outlines federal, including DOD, responsibilities and provides the framework for coordinating civil-military requirements. The plan, under full or partial activation, describes the federal government's role in providing immediate action to save

lives and mitigate great property damage. Federal assistance supplements the efforts of state and local governments. Along with the Department of Defense, 27 other federal departments and agencies and the ARC provide support under the full implementation of this plan.

e. **MSCA.** DODD 3025.1, *Military Support to Civil Authorities*, discusses DOD activities taken to assist civil government in the planning, preparedness, and application of forces to respond to the consequences of civil emergencies or attacks. For clarity, this chapter will focus only on the application of DOD forces supporting natural and manmade disasters (excluding incidents involving CBRNE which are discussed in Chapter IV, “Support to Incidents Involving Chemical, Biological, Radiological, Nuclear, and High Yield Explosives,” and civil disturbances, which are discussed in Chapter III, “Military Support to Law Enforcement Agencies”).

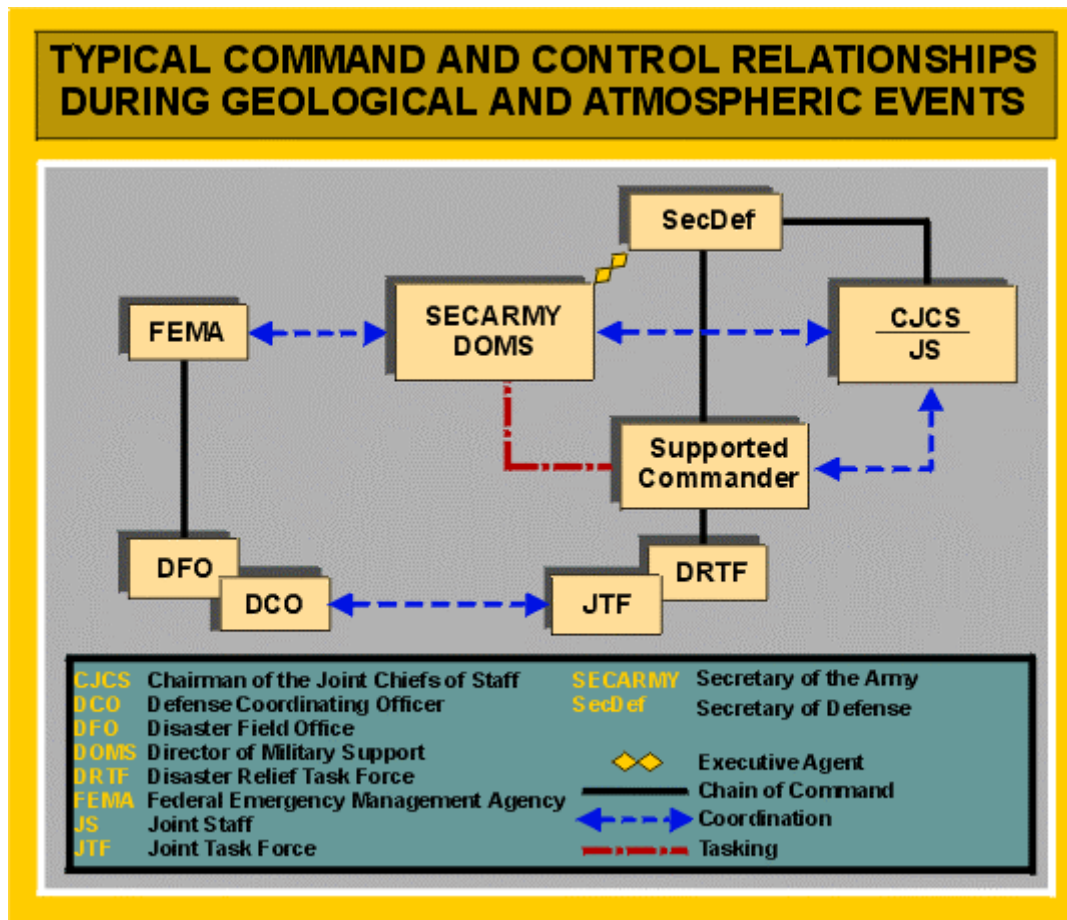
## 2. Types of Domestic Relief Operations

DROs involve support to disasters resulting from **natural and/or manmade circumstances**, not including disasters resulting from enemy attack or criminal intent. Examples of natural disasters are floods, earthquakes, and hurricanes. Hazardous chemical spills, and electrical power disruptions are typical manmade disasters.

a. **Natural Disasters.** Natural disasters affect the public welfare. They may result from disasters such as earthquakes, fires, floods, or other natural disasters or equivalent emergencies that endanger life and property or disrupt the usual process of government. For

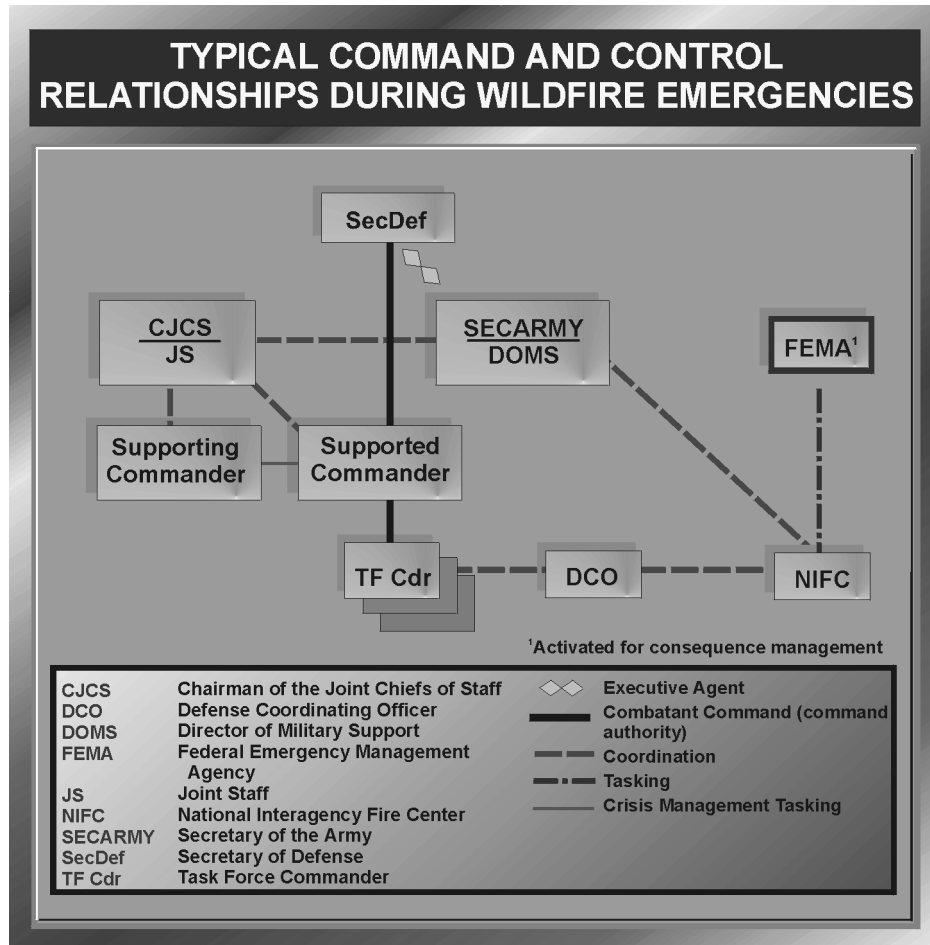
the purpose of this discussion, natural disasters are sub-categorized into geological and atmospheric events, wildfires, or animal and plant disease, based on differing C2 structures.

- **Geological and Atmospheric Events.** Geological and atmospheric events are capable of a high order of destruction and disruption. They are also the most frequent and typically the most destructive types of natural disasters. In 1999 alone, there were 68 declared major disasters and emergencies. Geological and atmospheric events include hurricanes, tornadoes, storms, high water, tidal waves, tsunamis, earthquakes, volcanic eruptions, landslides, mudslides, snowstorms, floods, and drought. When requested, the SECARMY may task designated DOD forces to provide CM to local and state governments in support of FEMA, which generally serves as the LFA. DOD responsibilities are outlined in the FRP, discussed later in this chapter. Figure II-1 shows a typical C2 structure for military support to disaster relief for geological and atmospheric events.



**Figure II-1. Typical Command and Control Relationships During Geological and Atmospheric Events**

- **Wildfires.** Forest and wildland fire emergencies are the responsibility of the United States Department of Agriculture (USDA) Forest Service or the Department of the Interior (DOI). When requested or authorized, the Department of Defense provides military resources to contain, control, and extinguish wildfires on lands owned by the federal government. DOD policy provides emergency assistance to federal agencies in the form of personnel, equipment, supplies, or fire protection services in cases where a forest or grassland fire emergency is beyond the control capability of available resources (see Figure II-2).



**Figure II-2. Typical Command and Control Relationship  
During Wildfire Emergencies**

- The National Interagency Fire Center (NIFC) is a joint operation of USDA and DOI. NIFC is the primary federal agency responsible for coordinating the federal response to wildfires. The Department of Defense and the Tennessee Valley Authority are the LFAs for wildfires that occur on lands managed by each respective agency. The states have similar laws and agencies to protect their public and private land from wildfires.
- For wildfires outside federal land (on state or private lands), state officials submit

1 their requests for suppression assistance to the FEMA regional director or FCO for  
2 assistance with fire emergencies resulting from a declared disaster. The FEMA regional  
3 director or FCO may then request military assistance.

4  
5 ●● When the NIFC requires military assistance under its own authorities or under the  
6 Stafford Act, it contacts DOMS. DOMS, in conjunction with the joint staff and when  
7 approved by the Secretary of Defense, notifies the supported commander, who in turn  
8 tasks the appropriate component command or supporting combatant command. All  
9 requests for military support are then handled by the command designated by the  
10 supported commander. NIFC normally requests a specific number of firefighters or items  
11 of equipment, such a C-130 aircraft equipped with the Modular Airborne Firefighting  
12 System (MAFFS) (There are, however, very few of these aircraft and only in the  
13 Reserves). NIFC taskings provide the necessary information, such as incident name,  
14 location, agency representation, and duration of assignment. Most assignments are to  
15 initially reinforce constructed fire lines, conduct mop-up activities inside the fire line, and  
16 provide logistic support. If a fire emergency is so serious that adherence to normal  
17 request channels would significantly endanger life or result in the loss of property, federal  
18 or state agencies may request assistance directly from the nearest military installation.  
19 Prior to being provided for support, however, personnel complete NIFC certified training.  
20 Chapter V, “Education, Training, Exercises, and Simulations,” discusses training  
21 requirements.

22  
23 ●● Actions by the supported commander include the nomination of a response unit,

1 designation of a defense liaison officer, and initiation of coordination among the NIFC,  
2 the response unit or designated command, and the DCO.

3  
4 •• The Department of Defense is reimbursed for costs incurred in using the military to  
5 suppress wildland and forest fires by USDA and DOI. NIFC reimburses supporting  
6 agencies from the DOI Emergency Firefighting Fund. NIFC issues a fire order number to  
7 the supported commander's unit representative for reimbursement of DOD-provided  
8 resources. Such costs include additional services of military and civilian personnel and  
9 other expenses, to include transportation of personnel, supplies, and materials; MAFFS  
10 mission costs; and equipment not returned or damaged beyond economical repair. These  
11 order numbers are used as authority for installations to incur obligations and record them  
12 as earned reimbursements. Installations or units report expenses on Standard Form-1080  
13 to the supported commander's designated representative for consolidation and  
14 submission to the regional fire control center.

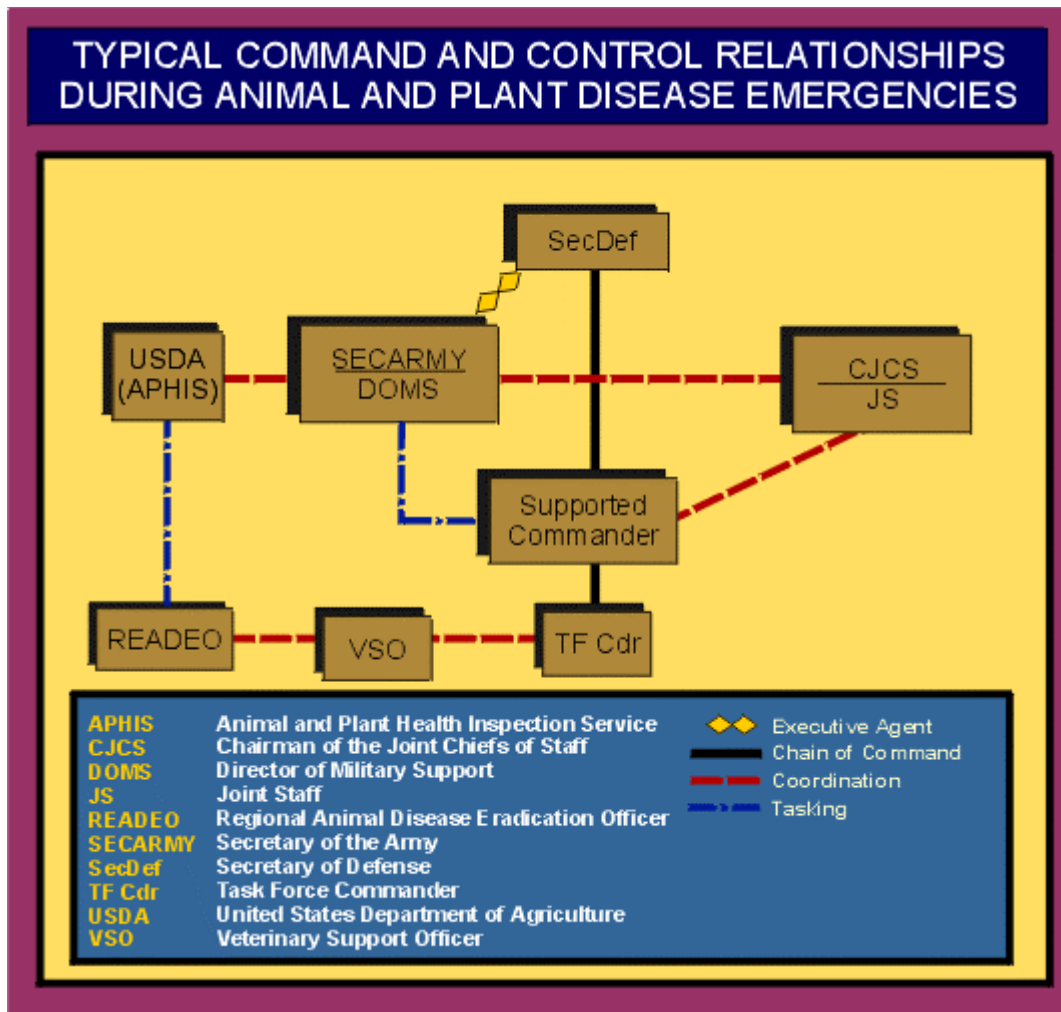
15  
16 See Appendix A, "Reimbursement for Civil Support," for additional information on  
17 reimbursements.

- 18  
19 • Animal and Plant Diseases. If an emergency arises from an actual or imminent outbreak  
20 of an animal disease, the Department of Defense provides assistance to USDA to contain  
21 and eradicate plant diseases and any of the 26 menacing animal diseases. USDA's  
22 Administrator for Animal and Plant Health Inspection Service (APHIS) may request  
23 DOD assistance if an emergency arises from the introduction of a foreign animal or plant

1 disease and/or pest. Figure II-3 illustrates the C2 relationships during an emergency  
2 animal disease eradication emergency.

3  
4 •• USDA, the Department of Defense, and General Services Administration (GSA)  
5 signed a memorandum of understanding that provides a mechanism for USDA to request  
6 and receive priority support if the presence of animal or plant diseases or pests constitutes  
7 an emergency, as declared by USDA.

8  
9 •• Through a federal task force, USDA's APHIS coordinates, directs, and conducts the  
10 federal response to control and eradicate animal and plant diseases and pests, reimbursing  
11 the Department of Defense for actual costs incurred. GSA provides supplies and  
12 equipment. Given SecDef approval where required, DOMS designates appropriate  
13 commanders, Services, or agencies to conduct the operation and coordinates Service and  
14 other federal agency support. The military Services and other supporting commanders  
15 may provide installations for bases of support, provide resources, and identify and  
16 provide technically qualified personnel to assist USDA as directed by DOMS. The US  
17 Army Health Services (USAHS) Command may appoint a veterinary support officer to  
18 coordinate with the regional animal disease eradication officer task force for any required  
19 veterinary support. When directed by the appropriate supported commander, USAHS  
20 designates and deploys military specialists trained in foreign animal disease diagnosis,  
21 epidemiology, microbiology, immunology, entomology, pathology, and public health.



**Figure II-3. Typical Command and Control Relationships During  
Animal and Plant Disease Emergencies**

- The APHIS administrator requests assistance from the DOD military liaison officer (MLO) for USDA emergency programs (currently the staff veterinarian, Defense Logistics Agency (DLA)). The MLO evaluates the request and forwards it to DOMS. If approved, military support is provided on a minimum-essential basis for the duration of the emergency phase of the operation. The appropriate supported commander provides personnel, equipment, supplies, and services to support the task force. Support includes designating base support installations; tasking supporting commanders, Services and

1 agencies; developing contingency plans; and participating in exercises. Upon supported  
2 commander direction, base support installation commanders, in turn, provide personnel  
3 and logistic support to the task force.

4  
5 b. **Manmade Disasters.** There are numerous examples of manmade disasters to which the  
6 Department of Defense may be directed to respond. The following examples are not  
7 inclusive, but have specific plans associated with them.

8  
9 • **Oil and Hazardous Materials.** Oil and hazardous material spills are common  
10 occurrences. **Any release of a reportable quantity of oil or hazardous material**  
11 **requires an immediate response.** Larger-scale, catastrophic releases may occur as a  
12 result of manmade or natural disasters. **The NCP provides guidance** for response to oil  
13 and hazardous material spills. The Department of Defense provides representatives to the  
14 national response team and the 10 regional response teams for planning and response.

15  
16 •• The **US Navy Supervisor of Salvage** is the DOD executive agent for response to oil  
17 spills or hazardous materials incidents. This agent coordinates the DOD response for  
18 large-scale spills based on requests from the EPA or USCG on-scene coordinator. Small-  
19 scale releases are more common. The military can respond directly to small-scale  
20 releases when the spill is beyond the capability of civilian response assets or if a Service  
21 component has jurisdiction over the spill area.

1       •• An installation commander may assist in identifying, surveying, containing, and  
2       cleaning up small-scale releases of oil and hazardous materials. The commander's  
3       installation spill response group typically consists of trained personnel from the fire  
4       department or environmental staff. When the Department of Defense employs chemical  
5       units, it does so under the **nuclear and chemical accident and incident response and**  
6       **assistance (NAIRA and CAIRA) programs.**

7  
8       •• Under the NAIRA and CAIRA programs, the Department of Defense can provide an  
9       immediate or planned response to a crisis or situation involving releases or spills of  
10      radiological or hazardous materials. **Nuclear or chemical accident or incident control**  
11      emergency response elements organized as an initial response force can respond  
12      immediately to the spill site to save lives, preserve health and safety, and prevent further  
13      damage to the environment.

14  
15      •• If further action is needed, the Service response force (SRF) deploys to the site. The  
16      SRF continues response operations, provides C2 of all military forces, and coordinates  
17      the activities of federal, state, and local response agencies. The SRF commander may  
18      execute the role of the federal on-scene coordinator and coordinate duties per DOD  
19      policy and the NCP when the incident is on a military installation.

- 20  
21      • **Radiological Emergencies.** The **FRERP** governs the **federal technical response** to a  
22      radiological event. The **FRP** governs the **CM response** to a radiological event. The  
23      FRP provides for response in the case of natural or other catastrophic disasters for which

1 the President determines the need for federal assistance or in anticipation of a Presidential  
2 declaration of such need.

3  
4 •• **Federal Technical Response.** (1) The Department of Defense and the Department of  
5 Energy (DOE) are responsible for leading the federal technical response for accidents or  
6 incidents associated with nuclear weapons, reactors, or propulsion plants within their  
7 respective custodies. Responsibilities in this area include planning for and mitigating the  
8 health and safety problems associated with the development, storage, transportation, or  
9 use of nuclear weapons, reactors, or propulsion plants and their radiological components.  
10 (2) The Nuclear Regulatory Commission is responsible for leading the federal technical  
11 response to accidents connected with its licensees, primarily commercial nuclear power  
12 reactors. (3) The National Aeronautics and Space Administration (NASA) is responsible  
13 for leading the federal technical response to accidents involving satellites containing  
14 radioactive materials. (4) The EPA is responsible for leading the federal technical  
15 response to accidents involving foreign or unknown sources of radioactive material. (5)  
16 FEMA is responsible for coordinating the federal CM response with state activities for a  
17 significant radiological event that affects the civilian population.

18  
19 •• The Department of Defense is charged with the **security, safe handling, storage,**  
20 **maintenance, assembly, and transportation of nuclear weapons and nuclear**  
21 **weapons components** in its custody. Inherent in this responsibility is the requirement to  
22 protect personnel and property from any health or safety hazards that could ensue from an  
23 accident or significant incident involving nuclear weapons. (1) To fulfill these

responsibilities, the Department of Defense has issued policy guidance and plans requiring the development of well-trained and equipped nuclear weapons accident response organizations. DOD response policy recognizes the response roles of nuclear weapons owners or custodians; the statutory responsibilities of various federal agencies and state and local governments; and the sovereignty of foreign governments concerning accidents in their territory. (2) The FRP describes DOD support to the federal response to radiological events.

•• **Secretaries of the Military Departments develop, maintain, and provide initial emergency response forces** based on installation-specific capabilities, missions, and Service requirements to deal with the effects of a radiological accident on site. They assist civil authorities in determining measures to **protect life, property, and the environment** until the arrival of the supported commander's response task force (RTF). They provide and equip specialized forces and capabilities, to include medical, as required by the supported commander. They provide adequate funding for initial response forces supporting RTFs to ensure their operational capabilities and to allow participation in exercises. The Secretary of the Navy (SECNAV) ensures that the director of the naval propulsion program provides for the safety of reactors and associated naval nuclear propulsion plants and control of radiation and radioactivity associated with naval nuclear propulsion activities. SECNAV is also responsible for developing, in coordination with other DOD components, planning guidance, response elements, and structure and exercise programs for dealing with accidents involving DOD mobile reactors and associated radioactivity. SECNAV coordinates responses to naval nuclear

1 reactor accidents with the unified combatant commander in whose area of responsibility  
2 the accident occurs.

3  
4 •• **Commanders of unified combatant commands** with a potential for radiological  
5 accidents and primary responsibility for the DOD response shall **direct and coordinate**  
6 **DOD response actions**. These commanders plan for, establish, maintain, and exercise  
7 RTFs commanded by flag officers. In accordance with the FRERP, unified combatant  
8 commanders provide medical, logistic, communications, and other radiological response  
9 resources to DOE and other federal response organizations that support non-DOD  
10 radiological accidents. They also coordinate CS for domestic accidents as directed by the  
11 DOD executive agent.

12  
13 • **Postal Augmentation**. During postal work stoppages or natural disasters and disruption  
14 of mail service on a national, regional, or local basis, the Department of Defense may be  
15 required to provide assistance. This may take the form of **materials, supplies,**  
16 **equipment, services, and personnel sufficient to permit the United States Postal**  
17 **Service (USPS) to safeguard, process, and deliver the mail** in those areas in which  
18 normal mail service has been impaired.

19  
20 •• Legal authority for the employment of military resources to reestablish and maintain  
21 essential postal service is found in 39 USC 411. **The Department of Defense provides**  
22 **postal support under an interdepartmental transfer of services**. Selective  
23 mobilization of the Reserve Component to support the USPS, if necessary, could be

accomplished by the declaration of a national emergency.

•• Task organization, operations, logistics, personnel, public affairs, command relationships, alert notification procedures, and reports are set forth in DOD Postal Augmentation Plan GRAPHIC HAND.

### 3. Legal Considerations

Legal requirements that apply to DRO are outlined in federal statutes, executive orders, regulations promulgated by other federal agencies, DODDs, and MOAs with other federal agencies and relief organizations. Before DOD resources are committed, the SJA determines the legal authority that forms the basis for the DRO. In most situations, DRO is preceded by a request from competent civil authority for support that civil authorities cannot provide.

#### a. Immediate Response

• Immediate response is that action authorized to be taken by a military commander or by responsible officials of other DOD agencies to provide support to civil authorities **to prevent human suffering, save lives, or mitigate great property damage**. Such requests are **time-sensitive** and should be received from local government officials within 24 hours (guideline) following completion of a damage assessment. This immediate assistance **does not take precedence over ongoing combat and support missions**. Any commander or DOD official acting under immediate response authority should quickly

advise the DOMS, through command channels, and seek approval or additional authorization as needed from the respective chain of command.

- Immediate response is situation-specific and **may or may not be associated with a declared disaster**. These actions do not supplant established DOD plans for providing support to civil authorities. Commanders may use immediate response authority **to assist in the rescue, evacuation, and emergency medical treatment of casualties; the maintenance or restoration of emergency medical capabilities; and the safeguarding of public health**. Commanders may assist with the emergency restoration of essential public services and utilities. This may include firefighting, water, communications, transportation, power, and fuel. They may also provide immediate assistance to public officials in emergency clearance of debris, rubble, and explosive ordnance from public facilities and other areas to permit rescue or movement of people and restoration of essential services. This list is not exhaustive, and commanders should recognize that this is not a blanket provision to provide assistance.

#### HURRICANE MARILYN

On the evening of September 15<sup>th</sup> [1995], Hurricane Marilyn passed directly over the US Virgin Islands and skirted Puerto Rico. At times Marilyn's sustained winds reached over 127 miles an hour. St. Thomas suffered the greatest damage and was the focus of the lion's share of relief efforts. The island's only hospital was partially destroyed and the island was virtually without power and telephone services. The potable water supply was severely interrupted. Forty percent of all structures were destroyed and the remaining sixty percent received moderate damage, mostly to roofs. Damage in St. Croix was moderate by comparison. Electrical power was out, but telephone service and the hospital were essentially unaffected. Twenty percent of the structures on the island were severely damaged. Fortunately, Puerto Rico suffered minimal damage.

DOD [Department of Defense] support to Federal response efforts for Hurricane Marilyn began earlier that day when the Secretary of the Army, acting in his role as the DOD Executive Agent for military support to domestic disaster relief, released an execute order

1 authorizing DOD support to the Federal response process in advance of hurricane landfall.  
2 Key personnel and equipment were pre-positioned into the area, to include the designated  
3 Defense Coordinating Officer and specialized communications equipment. The USACE  
4 [US Army Corps of Engineers] South Atlantic Division and Jacksonville District activated  
5 their respective Emergency Operations Centers. Various units were alerted for possible  
6 deployment, and disaster contingency stocks identified.  
7

8 At the peak of DOD involvement, 1227 DOD personnel were deployed to the region. A  
9 Corps Support Group (minus) served as the command and control headquarters for Army  
10 units providing support. An Army truck company deployed over 50 cargo trucks to St.  
11 Thomas to assist in the distribution of relief supplies. Portions of an Army Combat  
12 Support Hospital provided essential medical support to St. Thomas. Army and Navy  
13 divers inspected port facilities and marked sunken vessels. Over 160 volunteer reserve  
14 engineers from Puerto Rico formed a provisional unit to assist relief efforts on St. Thomas.  
15 These dedicated reservists repaired port facilities and cleared debris. USACE provided  
16 nearly \$160 million in support to include the delivery of nearly 500,000 gallons of potable  
17 water and 250,000 pounds of ice, power generation, debris removal, and temporary roof  
18 repairs.  
19

20 A significant portion of DOD support involved airlift, both to the Caribbean and between  
21 the affected islands. Air Force aircraft flew nearly 120 sorties into the theater. The cargo  
22 those aircraft transported included 2 Urban Search and Rescue teams, [Federal  
23 Emergency Management Agency] communications equipment, military cargo trucks,  
24 civilian power utility trucks, [Federal Bureau of Investigation] personnel and equipment,  
25 US Marshals, and a host of other relief supplies and equipment. A squadron of 8 C-130s  
26 deployed to Puerto Rico and flew an average of 54 intra-theater sorties per day. All told,  
27 [US Transportation Command] aircraft flew over 840 inter- and intra-theater sorties and  
28 transported over 3750 tons of cargo and 2400 passengers in support of this operation.  
29

30 The Federal government's response system facilitated an effective response to the  
31 aftermath of this devastating storm. As a key member of response team, DOD provided  
32 critical support to the Federal response to Hurricane Marilyn. The transportation, medical  
33 and engineering services rendered were instrumental in starting the process of recovery  
34 from this disaster.  
35

36 SOURCE: Major Duane Gapinski  
37 DOD Response to Disaster Relief, 1997  
38

- 39 • Although immediate assistance is given with the understanding that costs will be  
40 reimbursed, such **assistance should not be delayed or denied** when the requester is  
41 unable or unwilling to make a commitment to reimburse.  
42

43 b. **Emergency Work.** The President may authorize the Secretary of Defense to use DOD  
44 resources to **perform on public and private lands any emergency work that is necessary**

1 due to an incident that may ultimately qualify for assistance, and which is essential for the  
2 preservation of life and property. The period of emergency work normally cannot exceed 10  
3 days in accordance with the Public Law (PL) 93-288, The Stafford Act. Installation  
4 commanders are notified via normal military channels when to provide assistance in such  
5 instances. In addition, USACE has civil authority, responsibilities, capabilities, and funding  
6 that are unique within the Department of Defense. As a consequence, **USACE is involved in**  
7 **disaster response more frequently than the rest of the Department of Defense.**

8  
9 c. Intelligence. DODD 5200.27, *Acquisition of Information Concerning Persons and*  
10 *Organizations Not Affiliated With Department of Defense*, limits the use of military  
11 intelligence assets to collect information on US citizens during CS. Those restrictions on  
12 collecting non-DOD affiliated US person data apply to non-intelligence DOD personnel at all  
13 times, and to intelligence personnel within the context of civil disturbances. Otherwise,  
14 intelligence components remain under the guidelines of ~~by~~ DOD Regulation 5240.1, *DOD*  
15 *Intelligence Activities* and DODM 5240.1-R, *Procedures Governing the Activities of DOD*  
16 *Intelligence Components that Affect US Persons*. During disaster assistance operations,  
17 intelligence personnel and assets may be used for liaison and other support activities.  
18 Intelligence capabilities may, with authority from the Department of Defense, perform the  
19 following.

- 20
- 21 • Collect information about threats to the physical security of the Department of Defense
  - 22 personnel, installations, operations, official visitors, or for force protection.
- 23

- Analyze and disseminate information to disaster relief personnel and disaster field offices (DFOs), providing that the products are not treated, classified, or data based as intelligence products.

- Collect, process, and disseminate imagery-derived products to support damage assessment and other disaster-related crisis management requirements.

- Support DFO operations using intelligence estimate procedures and skills.

d. **Military Chaplains.** Legal counsel should review use of chaplains to minister to civilians inside the United States.

*See paragraph 7c of this chapter for more information.*

e. **Psychological Operations. US law prohibits psychological operations (PSYOP) units from targeting US citizens with PSYOP.** However, these assets can be used to help disseminate critical information to the civilian population. PSYOP unit personnel and equipment assets may be used for such support activities as information dissemination, printing, reproduction, distribution, and broadcasting.

A more complete discussion can be found in JP 3-53, *Doctrine for Joint Psychological Operations*.

## 4. Roles and Responsibilities

Chapter I, “Introduction,” describes the roles and responsibilities of key DOD authorities in DSO. This chapter discusses individual and organizational authorities involved in the conduct of DRO.

a. **Federal Agencies and Positions Other Than the Department of Defense.** Although not all-inclusive, the following list includes those organizations that have significant responsibilities in the FRP.

- **Department of Agriculture.** The Department of Agriculture is the lead Federal Agency for **food, animal disease eradication, and fire fighting**. Under the FRP, the USDA is responsible for food during disaster relief operations and, through the US Forest Service, is responsible for leading firefighting efforts and protection of watershed lands and forests from fire. The DOI and the US Forest Service jointly operate the NIFC in Boise, Idaho.

- **The American Red Cross.** Although not an entity of government, the ARC operates under a charter from Congress as America’s official volunteer disaster relief agency. In that capacity, the ARC has a major role in disaster assistance operations, and is designated in the FRP as the lead agency for **mass care**. Due to the general nature of its charter, ARC can provide support in environmental assistance, law enforcement, and selected community assistance operations.

- 1     • **Department of Energy.** As the FRP primary agency for **energy**, the DOE provides the  
2       framework for a comprehensive and balanced national energy plan through the  
3       coordination and administration of the Federal Government's energy functions.  
4
- 5     • **Environmental Protection Agency.** As the primary agency for **hazardous material**  
6       **response** under the FRP, the EPA has a significant role in both disaster and  
7       environmental assistance operations. The agency establishes a coordinated response by  
8       federal departments and agencies, state and local agencies, and private parties to **control**  
9       **oil and hazardous substance discharges** or substantial threats of discharges. In selected  
10      operations, the EPA coordinates closely with the USCG, which is responsible for  
11      conducting hazardous material operations over coastal and inland waterways. For  
12      **chemical** incidents, EPA on-scene coordinators, environmental response teams, research  
13      laboratories, and EPA-led interagency national response teams could **identify, contain,**  
14      **clean up, and dispose of chemical agents.** For **nuclear** incidents, EPA radiological  
15      emergency response teams, radiation environmental laboratories, and environmental  
16      radiation ambient monitoring systems will **monitor** and **assess radiation sources** and  
17      provide **protective action guidance.**  
18
- 19    • **Federal Emergency Management Agency.** FEMA serves as the Federal Government  
20      **executive agent** for implementing assistance to state and local government. During  
21      disasters, FEMA implements assistance in accordance with the Stafford Act and the FRP.  
22      Organized into ten federal regions that provide support on a national basis, FEMA may  
23      be involved in either disaster or environmental assistance operations. FEMA and the

1 Department of Defense maintain close and continuous planning and coordination  
2 relationships.

3  
4 •• **Director of FEMA.** JP 3-08, *Interagency Coordination During Joint Operations*,  
5 discusses interagency organizations that may become involved in DRO. The most  
6 prominent of these organizations is FEMA. **The Director of FEMA has the authority**  
7 **to establish policies for, and coordinate, all civil defense and civil emergency**  
8 **planning, management, mitigation, and assistance functions of federal executive**  
9 **agencies.** The Associate Director for Response and Recovery coordinates federal  
10 assistance under the Stafford Act at the national level. After a Presidential declaration,  
11 **FEMA appoints an FCO**, who is responsible for coordinating all federal disaster relief  
12 assistance programs to ensure the maximum effectiveness of federal assistance. **FEMA**  
13 **notifies the Department of Defense that the President has declared a disaster** (or that  
14 a declaration is expected) and a DCO is required. Other coordination occurs that  
15 identifies the scope and magnitude of expected additional military assistance.

16  
17 •• **Federal Coordinating Officer.** An affected state or area receives federal assistance  
18 from FEMA as coordinated through the FCO. **The FCO is the focal point for DOD**  
19 **liaison with FEMA during a disaster.** The FCO, as the FEMA director's personal on-  
20 scene representative, **coordinates all federal resources supporting local and state**  
21 **authorities in the assistance effort, works with the state coordinating officer (SCO)**  
22 **to determine state requirements, and coordinates national-level issues with the**  
23 **catastrophic disaster response group, the national-level, centralized coordinating**

1 **group of representatives from the federal departments and agencies under the FRP.**

2 Operating from a forward-deployed DFO collocated with or in close proximity to the  
3 state operations center, the FCO is responsible for lateral coordination and support  
4 between ESF participants, as well as integration of the support of agencies that are not  
5 part of the FRP.

- 6
- 7 • **Department of Health and Human Services.** DHHS is the primary agency for **health**  
8 **and medical services** under the FRP. The Public Health Service (PHS), an agency of the  
9 DHHS, leads this effort by directing the activation of the **National Disaster Medical**  
10 **System (NDMS)**. The DHHS is also responsible for assisting with the **assessment of**  
11 **health hazards** at a response site and the **health protection of both response workers**  
12 **and the general public**. Agencies within DHHS that have relevant responsibilities,  
13 capabilities, and expertise are the Agency for Toxic Substances and Disease Registry and  
14 the National Institute for Environmental Health Sciences. For **biological** incidents  
15 DHHS can help provide **agent identification** through its laboratories at the Centers for  
16 Disease Control and Prevention, the National Institutes of Health, the Agency for Toxic  
17 Substance and Disease Registry, and the Food and Drug Administration.

- 18
- 19 • **Department of the Interior.** The DOI is a support agency under the FRP. Operating  
20 the NIFC jointly with the Department of Agriculture, the DOI has expertise on, and  
21 jurisdiction over, a wide variety of natural resources and federal lands and waters. The  
22 Department has major responsibility for American Indian reservations and for the  
23 population in island territories under US administration. The US Geological Survey,

subordinate to DOI, has expertise in **earthquake and volcano** operations.

- **National Communications System (NCS).** Operating under the authority of the GSA, NCS is the **primary** agency for communications under the FRP. NCS provides **communication support** to federal, state, and local response efforts by implementing the National Telecommunications Support Plan to ensure adequate communications following a disaster. NCS also provides **technical communications support** for federal fire control.

- **Department of Transportation (DOT).** Assigned as the **primary** FRP agency for transportation, DOT coordinates federal transportation in support of federal agencies, volunteer agencies, and state and local governmental entities. The department also has support roles in ten other ESFs of the FRP. Under the DOT during peacetime, the USCG conducts counterdrug operations and, in conjunction with the EPA, hazardous material operations along coastal and inland waterways. DOT also provides **expertise** regarding **transportation of oil or hazardous substances** by all modes of transportation.

- **General Services Administration.** The GSA sets Federal policy in such areas as Federal procurement, real property management, and information resources management. It is one of the three central management agencies of the Federal Government. The other two agencies are the Office of Personnel Management and the Office of Management and Budget. Major component organizations of GSA include the Federal Supply System, the Federal Technical Service, the Public Buildings Service, and the Office of Government-

Wide Policy. The GSA is the primary agency for ESF 7, “Resource Support,” and is a supporting Federal agency for ESFs 1, 2, 3, 5, 6, 8, 9, 10, and 12.

**b. DOD Agencies and Positions**

- **Secretary of Defense.** The Secretary of Defense retains approval authority for DRO involving the use of CINC-assigned forces (personnel, units, and equipment), DOD support to civil disturbances, DOD response to acts of terrorism, and DOD support that will result in (1) a planned event with the potential for confrontation with specifically identified individuals/or groups; or (2) the use of deadly force (discussed in Chapter III, “Military Support to Law Enforcement Agencies”).

- **Chairman of the Joint Chiefs of Staff.** Any support that requires the deployment of forces or equipment assigned to a combatant command must be coordinated with the Chairman of the Joint Chiefs of Staff. For CBRNE CM missions, orders to USCINJFCOM and supporting commands and components will be issued by the Chairman at the direction of the SecDef.

- **Secretary of the Army.** The SECARMY is the DOD executive agent for DRO and MACDIS. As the executive agent, the SECARMY is delegated **approval authority** (by the Secretary of Defense) **for emergency support to a natural or manmade disaster (other than a CBRNE event) involving Military Department or Defense Agency assets.** Where assets of unified combatant commanders may be employed, DOMS will

1 coordinate the commitment of military forces with the Chairman of the Joint Chiefs of  
2 Staff and will obtain approval in accordance with DODD 3025.15, *Military Assistance to*  
3 *Civil Authorities*. When unified combatant commander assets are not involved, the  
4 SECARMY as executive agent for the Secretary of Defense, may task the Services or  
5 DOD agencies directly to provide emergency support.

6  
7 • **Director of Military Support.** The DOMS, a general officer appointed by the  
8 SECARMY, is the DOD primary contact for all federal departments and agencies during  
9 DOD involvement in DRO. The DOMS ensures the planning, coordination, and  
10 execution of DRO in accordance with DODD 3025.1, *Military Support to Civil*  
11 *Authorities*.

12  
13 • **Defense Coordinating Officer.** The DCO is the focal point for a DOD response to a  
14 **particular disaster.** The supported commander appoints a DCO who is a military officer  
15 in the grade of O-6 or higher. The SECARMY (as executive agent) and the supported  
16 commander will jointly define the authority of each DCO. Authority is limited either to  
17 the requirements of a specified interagency planning process or to a specified  
18 geographical area or emergency. The DCO is the DOD on-scene interface with FEMA,  
19 other federal providers (ESF managers), and the SCO representative located in the DFO.  
20 A multifunctional staff of military officers referred to as the defense coordinating element  
21 (DCE) assist the DCO. The DCO validates DOD CS requirements requested by the FCO,  
22 SCO, or ESF representatives before passing CS requirements to the unified combatant  
23 commander, a JTF, or other forces to fill. Requests for assistance are based on mission

1 requirements, not requests for specific assets. The DCO's expertise and constant liaison  
2 with the FCO, local officials, and other ESF managers are critical to the effective  
3 coordination and integration of the federal and state disaster assistance efforts.

4  
5 **•• Activation.** DCOs are activated for each disaster that the President declares requires  
6 military assistance (or under special circumstances, prior to declaration). **DCOs are**  
7 **predesignated for each state, territory, and possession.** DCOs are better prepared for  
8 duty when they are familiar with the region; facilities; policies, procedures, capabilities,  
9 and training levels of military units; and personnel and civilian organizations in the  
10 region. **The DCO is activated in response to a request from FEMA.** After  
11 appropriate approvals, DOMS notifies a supported commander to activate a DCO.  
12 Without a Presidential disaster declaration and appropriate approvals, the DCO lacks  
13 authority to coordinate ~~or commit~~ military assets. A DCO will not usually be activated  
14 before a disaster declaration and coordination with DOMS. **The DCE is activated along**  
15 **with the DCO.**

16  
17 **•• Pre-disaster Activation.** A DCO may be activated before a disaster declaration if it  
18 is expected that future events may require military involvement. Such events are usually  
19 related to hurricanes or floods, which are natural events that are somewhat predictable in  
20 intensity and location. If the DCO is activated pre-disaster, the LFA should officially  
21 request activation and provide funding costs.

1     **•• Initial Actions.** Upon activation, the DCO should collocate with the FCO at the  
2     DFO. Depending on the specific nature of the event, a **DCO may initially work from**  
3     **one location while the DCE operates closer to the disaster location.** In many  
4     instances, the FCO and DCO are collocated with the SCO. In the absence of collocation,  
5     liaison may assist coordination. The DCO complies with FEMA and FCO activation and  
6     reporting instructions.

7  
8     • DOD Emergency Preparedness Liaison Officers (EPLOs). EPLOs are assigned by the  
9     military Services and selected DOD agencies to coordinate the use of DOD resources to  
10    support civil authorities through the DCO during Presidentially-declared disasters and  
11    emergencies. EPLOs are senior Reserve Component officers with unique Service or  
12    agency expertise and knowledge that contributes to a coordinated and effective DOD  
13    response to disasters and emergencies. EPLOs serve in major civil and military  
14    headquarters that have primary responsibility for planning, coordinating, and executing  
15    MSCA in disasters. When providing assistance in response to a Presidentially-declared  
16    disaster or emergency, EPLOs represent the DOD executive agent, the supported  
17    commander, and their own Service. DOD EPLOs are responsible for coordinating civil  
18    requests for the use of DOD resources under the auspices of DODD 3025.1, *Military*  
19    *Support to Civil Authorities.*

20  
21    **•• Supported commanders,** such as USCINJFCOM, USCINCSO, and USCINCPAC, are  
22    responsible for a liaison structure to state level within their respective AOR. EPLOs may  
23    represent all Services or DOD agencies to provide a balanced capability to respond to all

1 hazards.

2  
3 •• Military departments and DOD agencies that elect to provide liaison officers (LNOs),  
4 or nonactivated EPLOs, outside of the EPLO liaison structure described in DODD 3025.1  
5 should understand that these LNOs, despite their value in facilitating operations, do not  
6 represent the Department of Defense in CS activities.

7  
8 • **Joint Regional Medical Planners (JRMP).** In USJFCOM, JRMPs serve as the  
9 principal **DOD medical planners for all CS.** They work with the PHS regional  
10 emergency coordinators and the regional emergency medical preparedness offices of the  
11 Department of Veteran Affairs. They also act as the **DOD regional medical planning**  
12 **representative to FEMA.** During a domestic emergency response, JRMPs are available  
13 to augment the staffs of ESF 8, the DCO, or the JTF.

14  
15 • **USCINCFJCOM.** USCINCFJCOM is responsible for planning CS and is the supported  
16 combatant commander for CS for all DOD components for the 48 contiguous states and  
17 the District of Columbia. In some instances, use of additional assets requires  
18 adjudication at the national level. USCINCFJCOM also is responsible for the following.

19  
20 •• **Maintain liaison with FEMA.**

21  
22 •• **Sponsor the DOD Emergency Preparedness Course** at Berryville, Virginia.

1       •• **Receive operational control (OPCON) of EPLOs for CS activities** during  
2       Presidential disaster declarations in the USJFCOM AOR.

3  
4       •• Immediately prior to or during a Presidentially-declared disaster, **approve activation**  
5       **of all EPLOs for CS disaster and emergency assistance.**

6  
7       •• Task and supervise those EPLOs that have been activated through the DCO.

8  
9       • **USCINCPAC.** USCINCPAC serves as the DOD principal planning agent and operating  
10       agent for CS for all DOD components in Alaska, Hawaii, Territory of Guam, Territory of  
11       American Samoa, Commonwealth of the Northern Mariana Islands, and territorial waters,  
12       as well as administrative entities within the USJFCOM AOR. USCINCPAC also is  
13       responsible as follows.

14  
15       •• **Maintain liaison with FEMA.**

16  
17       •• Train (in conjunction with the Services) and **receive OPCON of EPLOs for CS**  
18       **activities** during Presidential disaster declarations in the USPACOM AOR.

19  
20       •• Immediately prior to or during a Presidentially-declared disaster, **approve activation**  
21       **of all EPLOs for MACA disaster and emergency assistance** in the USPACOM AOR.

22  
23       •• Task and supervise those EPLOs that have been activated.

- USCINCSO. USCINCSO serves as the DOD principal planning agent and operating agent for MSCA for the Commonwealth of Puerto Rico, the Virgin Islands, and US territorial waters in the Gulf of Mexico. USCINCSO also is responsible as follows.

- **Maintain liaison with FEMA.**

- Train (in conjunction with the Services) and **receive OPCON of EPLOs for CS activities** during Presidential disaster declarations in the United States Southern Command (USSOUTHCOM) AOR.

- Immediately prior to or during a Presidentially-declared disaster, **approve activation of all EPLOs for MSCA disaster and emergency assistance** in the USSOUTHCOM AOR.

- **Task and supervise those EPLOs** that have been activated.

- USCINCTrans. USCINCTrans serves as the DOD **single manager for transportation** and, when tasked, as supporting commander. As the single manager, US Transportation Command (USTRANSCOM) schedules all CONUS operational support aircraft for the Department of Defense, including National Guard and reserve aircraft. USTRANSCOM also is responsible as follows.

- Manage the global patient movement requirements center.

1       •• Maintain transportation contracts with carriers in all modes.

2  
3       •• Streamline procedures and procurement methods, in coordination with DOMS, for  
4 FEMA and designated personnel to use. Designated individuals notify USTRANSCOM  
5 of commercial transportation requirements. USTRANSCOM will procure and schedule  
6 commercial transportation to meet the needs of requesting agencies.

7  
8       • **Defense Logistics Agency.** The comprehensive network of supply and service centers  
9 and distribution depots nationwide provides functional experts to provide logistic support  
10 and services in operations following a catastrophic domestic disaster. When tasked, the  
11 DLA can **support the disaster location with a distribution capability comprised of**  
12 **logistic experts in materiel and supply management** (including fuels management);  
13 contracting; disposal and reuse; and receipt, storage, and distribution. When directed,  
14 DLA **assumes management of DOD distribution functions in the disaster area.**

15  
16       • **US Coast Guard.** As directed by the Secretary of Transportation, the USCG will assist  
17 the Department of Defense or other agencies in disaster relief operations.

18  
19       c. **State Agencies and Positions**

20  
21       • **State Coordinating Officer.** As the **governor's representative**, the SCO is responsible  
22 for **emergency management, disaster response, and recovery activities**. The SCO is  
23 the primary point of contact for the FCO in facilitating disaster assistance. The **state**

1     **area coordinators (STARC) of the National Guard** develop disaster emergency plans  
2     in coordination with other state and local agencies. The STARC and the DCO establish  
3     necessary liaison to coordinate and effectively manage local, state, and federal activities.  
4     The STARC can assist federal forces with contracting support as well as logistic support  
5     from National Guard resources not otherwise committed.

- 6  
7     • **National Guard.** A fundamental premise for employing military resources is  
8     recognizing that civil authorities have the primary authority and responsibility for disaster  
9     assistance. The National Guard, in state status, has **primary responsibility for**  
10    **providing military disaster assistance in its state.**

- 11  
12    •• **The Adjutant General (TAG).** The State National Guard is the Governor's first  
13    response element when local and state civilian resources are unable to contain either a  
14    manmade or natural disaster. TAG, through the STARC, coordinates emergency  
15    response plans for disasters and emergencies. The TAG is in command of state National  
16    Guard forces called to state active duty.

- 17  
18    •• **State Area Command.** The STARC organizes, trains, plans, and coordinates the  
19    mobilization of National Guard units and elements for state and federal missions.  
20    Deployment and employment of state National Guard units and elements are directed  
21    through the STARC.

1       **•• Plans, Operations, and Military Support Officer (POMSO).** The POMSO plans  
2       for disaster response and recovery for all support missions. Within each state and  
3       territory, the POMSO is responsible to coordinate plans and exercises between the state  
4       National Guard and federal, state, and local emergency management agencies. The  
5       POMSO will serve as the National Guard point of contact with DOD officials during a  
6       federal emergency or disaster.

7  
8       **•• Air National Guard (ANG) Executive Support Staff Officer (ESSO).** The ESSO  
9       serves as the POMSO equivalent in the Air Guard for managing requests for assistance  
10      and activation of Air Guard forces, and serves in a Chief of Staff role to the Assistant  
11      Adjutant for Air. The ESSO handles legislative matters, statewide ANG recruiting,  
12      Congressional inquiries, position classifications, liaison to ANG operations centers, and  
13      management of current issues impacting on the ANG mission. The ESSO is the ANG  
14      MSCA and National Security Emergency Preparedness Program point of contact in each  
15      state.

## 17   **5. Command and Control**

18  
19      The supported commander activates and deploys a DCO and, based on the severity and  
20      location of the disaster, may deploy a single Service task force or JTF.

21  
22      a. USCINCFCOM. USCINCFCOM, as supported commander, may establish a JTF using  
23      an existing command headquarters such as an Army corps, Navy fleet, numbered Air Force,

1 or Marine expeditionary force. Due to the short notice associated with a disaster, a ready-  
2 made robust headquarters is preferred for the basis of the JTF.

3  
4 b. **USCINCPAC.** As supported commander, USCINCPAC may also use an existing  
5 command headquarters, such as an Army corps, Navy fleet, numbered Air Force, or Marine  
6 expeditionary force, to establish a JTF. If so, USCINCPAC normally deploys a deployable  
7 joint task force augmentation cell (DJTFAC). The DJTFAC consists of USCINCPAC and  
8 component personnel to assure or augment functional experts or provide regional planning  
9 and action agents. When USCINCPAC is a supporting commander to USJFCOM,  
10 USCINCPAC-assigned forces may be OPCON to USCINCPAC.

11  
12 c. **USCINCSO.** As supported commander, USCINCSO may also use an existing  
13 command headquarters, such as an Army corps, Navy fleet, numbered Air Force, or Marine  
14 expeditionary force, to establish a JTF. If so, USCINCSO normally deploys a deployable  
15 response team. This team consists of USSOUTHCOM and component personnel to the JTF  
16 Joint Planning Group, provides forward-deployed command, control, communications  
17 computers, and intelligence augmentation, and conducts liaison duties as required.

18  
19 d. **Joint Task Force.** A JTF is **configured for each specific mission.** In disasters, the  
20 JTF may require a greater proportion of support-type units and capabilities than in combat  
21 deployments. **The JTF is able to provide emergency assistance across all lines of**  
22 **support.** All classes of supply and all types of services may be required. Because the  
23 Department of Defense has a supporting responsibility in all ESFs, close cooperation between

1 the JTF and all other ESF agencies is required through the DCO. The DCO and the DCE  
2 provide interface with the federal response effort for this coordination.

- 3
- 4 • The relationship of the commander, joint task force (CJTF) and the DCO is based upon  
5 several factors such as **duration of the response effort and the JTF mission**. However,  
6 the responsibility for **determining the C2 relationship between the DCO and the**  
7 **CJTF rests with the supported commander**. When a JTF or task force is commanded  
8 by a general or flag officer, the DCO (with the DCE staff) normally works for the  
9 commander as a special staff officer. The DCO is the DOD interface with FEMA, other  
10 federal providers, and the SCO representative located in the DFO. The DCO is  
11 responsible for validating and coordinating mission assignments from the FCO. **The**  
12 **supported commander may align the JTF directly with the FCO. However, mission**  
13 **requests and validations continue to be coordinated through the DCO and staff.**

14 The DCO and the DCE should be kept intact to provide the JTF commander with DOD  
15 representation in each ESF. Additionally, the DCO and DCE remain responsible for  
16 continuity of efficient DOD support to civil authorities following redeployment of the  
17 JTF or task force.

- 18
- 19 • The CJTF has OPCON of assigned (and normally of attached) forces from supported and  
20 supporting commanders. **The CJTF provides personnel, equipment, and supplies to**  
21 **the disaster area**. Through the DCO, the JTF is oriented on **identifying tasks,**  
22 **generating forces, prioritizing assets against requirements, and providing disaster**  
23 **response support** to the local government based on FEMA mission assignments. The

supported commander validates all requests for DOD transportation assets. When practical, a JOPES requirement is generated.

- After an ESF provider exhausts all of its support capabilities, **it may request that the FCO task the Department of Defense for augmentation support.** The FCO evaluates these requests, and, if approved, tasks the DCO for validation and coordination. Requests that are not supported are returned to the FCO and may be passed to the national level for resolution by the emergency support team, a national level FEMA coordinating body, or DOMS.

e. **National Guard.** When in a state active duty (non-federalized) status, the National Guard operates under the command of the Governor through TAG.

## **6. Concept of Support**

a. Military units involved in DROs are employed in a supporting role. **Primacy for responding to disasters and emergencies rests with state and local authorities.** When a disaster threatens or occurs, local authorities take immediate steps to **warn and evacuate citizens, alleviate suffering, and protect life and property.** If additional help is needed, the governor may direct execution of the state's emergency plan and commit other state resources as the situation demands. **Once the assets of the state and local government are fully committed, the governor may request federal support through the President.** The Department of Defense may be a part of this support and may receive a variety of tasks to

1 support civil authorities.

2

3 **b. Emergency Support Functions.** The FRP groups the types of assistance needed  
4 **during a disaster or civil emergency into 12 functional ESFs.** The responsibility for each  
5 ESF is assigned to a primary agency. **Several support agencies may be assigned for each**  
6 **ESF.** The Department of Defense is assigned as the primary agency for ESF 3, “Public  
7 Works and Engineering,” and as a support agency for the other 11 functions. The matrix in  
8 Figure II-4 shows the relationship between the ESFs and primary and supporting agencies.  
9 Note that FEMA includes the term LFA alongside primary responsibility in this matrix,  
10 which is included in the FRP. The federal government provides assistance under the overall  
11 direction of the FCO appointed by the FEMA director on behalf of the President. Once a  
12 state requests aid, the President may declare an emergency or a major disaster, enabling  
13 FEMA to act under the FRP. The President may also declare an emergency when it is  
14 determined that an emergency exists for which the primary response rests with the USG, as  
15 opposed to a state. The ESFs are as follows.

16

- 17 • **ESF 1, “Transportation.”** To provide for the coordination of **federal transportation**  
18 **support** to state and local government entities, voluntary organizations, and federal  
19 agencies **requiring a transportation capacity to perform disaster assistance** following  
20 a major disaster or civil emergency. The primary agent is the DOT.

21

- 22 • **ESF 2, “Communications.”** To assure the provision of **federal telecommunications**  
23 **support** to federal, state, and local response efforts following a natural disaster. This

1 ESF supplements the provisions of the *National Plan for Telecommunication Support in*  
2 *Non-Wartime Emergencies*. The FRP assigns the NCS with this responsibility. **This**  
3 **interagency group coordinates the assets of 23 federal departments and agencies to**  
4 **assure compatibility and interoperability during emergencies**. The Secretary of  
5 Defense is the executive agent for the NCS and the director of the Defense Information  
6 Systems Agency is the manager of NCS.

7  
8 For more detail information, see JP 6-0, *Doctrine for Command, Control, Communications,*  
9 *and Computer (C4) Systems Support to Joint Operations*.

10  
11 • **ESF 3, “Public Works and Engineering.”** To provide the **full range of engineering,**  
12 **design, and construction contract** support to federal, state, and local agencies in the  
13 restoration of public works and essential public facilities following a catastrophic or  
14 major natural disaster or civil emergency. The primary agent is the Department of  
15 Defense, USACE.

16  
17 • **ESF 4, “Firefighting.”** To **detect and suppress wildland, rural, and urban fires**  
18 resulting from, or occurring coincidentally with, a major disaster. The primary agent is  
19 the USDA, US Forest Service.

EMERGENCY SUPPORT MATRIX												
	ESF 1 Transportation	ESF 2 Communications	ESF 3 Public Works and Engineering	ESF 4 Firefighting	ESF 5 Information and Planning	ESF 6 Mass Care	ESF 7 Resource Support	ESF 8 Health and Medical Services	ESF 9 Urban Search and Rescue	ESF 10 Hazardous Materials	ESF 11 Food	ESF 12 Energy
AID								S	S			
ARC					S	P		S			S	
DOC		S	S	S	S	S	S			S		
DOD	S	S	P	S	S	S	S	S	S	S	S	S
DOEd					S							
DOE	S		S		S		S			S		P
DHHS			S		S	S	S	P	S	S	S	
DHUD						S						
DOI		S	S	S	S					S		
DOJ					S			S		S		
DOL			S				S		S	S		
DOS	S									S		S
DOT	P	S	S		S	S	S	S	S	S	S	S
DVA			S			S	S	S				
EPA			S	S	S			S	S	P	S	
FCC		S						S	S			
FEMA		S		S	P	S	S	S	P	S	S	
GSA	S	S	S		S	S	P	S	S	S		S
NASA					S							
NCS		P			S		S	S				S
NRC					S					S		S
OPM							S					
SBA					S							
TREAS					S							
TVA	S		S									S
USDA	S	S	S	P	S	S	S	S	S	S	P	S
USPS	S					S		S				

P = Primary responsibility (lead federal agency) S = Supporting responsibility

Figure II-4. Emergency Support Matrix

EMERGENCY SUPPORT MATRIX	
Acronym List	
AID	Agency for International Development
ARC	American Red Cross
DOC	Department of Commerce
DOD	Department of Defense
DOEd	Department of Education
DOE	Department of Energy
DHHS	Department of Health and Human Services
DHUD	Department of Housing and Urban Development
DOI	Department of the Interior
DOJ	Department of Justice
DOL	Department of Labor
DOS	Department of State
DOT	Department of Transportation
DVA	Department of Veterans Affairs
EPA	Environmental Protection Agency
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Agency
GSA	General Services Administration
NASA	National Aeronautics and Space Administration
NCS	National Communications System
NRC	National Regulatory Commission
OPM	Office of Personnel Management
SBA	Small Business Administration
TREAS	Department of the Treasury
TVA	Tennessee Valley Authority
USDA	US Department of Agriculture
USPS	US Postal Service

Figure II-4. Emergency Support Matrix (cont'd)

- **ESF 5, “Information and Planning.”** To **manage information** needed to support disaster operations and to **develop response and recovery strategies**. Collects, evaluates, and processes information on the disaster situation and on the status of response and recovery operations and resources. The primary agent is FEMA.

- 1     • ESF 6, “Mass Care.” To coordinate efforts to provide shelter, food, and first aid  
2       following a major disaster; to operate a disaster welfare information system to collect and  
3       report information about the status of victims and assist with family reunification within  
4       the disaster area; and to coordinate bulk distribution of relief supplies to disaster victims  
5       following a major disaster. The primary agent is the ARC. (The ARC is a  
6       nongovernmental organization that has the status of a federal agency when acting in the  
7       capacity of an ESF primary agent.)  
8
- 9     • **ESF 7, “Resource Support.”** To provide logistic and resource support following a  
10       major disaster. The primary agent is the GSA.  
11
- 12    • **ESF 8, “Health and Medical Services.”** To provide USG-coordinated assistance to  
13       **supplement state and local resources in response to public health and medical care**  
14       **needs** following a major disaster. The primary agent is the DHHS, US Public Health  
15       Service.  
16
- 17    • **ESF 9, “Urban Search and Rescue.”** To provide for the **application of federal**  
18       **response capabilities and resources for assistance** following a catastrophic or major  
19       disaster. The primary agent is FEMA.  
20
- 21    • **ESF 10, “Hazardous Materials.”** To provide federal **support to state and local**  
22       **governments in response to an actual or potential discharge and/or release of**  
23       **hazardous materials** following a catastrophic or major disaster requiring federal

response actions. The primary agent is the EPA (or the USCG for coastal zones).

- **ESF 11, “Food.”** To **identify, secure, and arrange for the transportation of food supplies** to affected areas following a major disaster. The primary agent is the USDA Food and Consumer Service.

- **ESF 12, “Energy.”** To **facilitate restoration of the nation’s energy systems** following a catastrophic or major disaster. Power and fuel are critical to save lives and protect health, safety, and property as well as carry out other emergency response functions. The primary agent is the DOE.

## **7. Planning Considerations**

Planning for DRO follows the **same process as for any military operation**. However, some planning considerations that may be peculiar to CS are as follows.

- a. Preparation.** Commanders can best prepare for CS by **understanding the appropriate laws, policies, and directives that govern the military in these emergencies**. The military’s role is well defined and by law is limited in scope and duration. **Military resources temporarily support and augment**; they do not replace the **local, state, and federal civilian agencies that have primary authority and responsibility for domestic disaster assistance**. While the military does not stockpile resources solely for domestic disaster assistance, many of the resources are adaptable for use, if required. Detailed

1 planning and familiarization with the various levels of federal, state, and local governments  
2 help synchronize assistance efforts. Coordination and synchronization avoid confusion and  
3 duplication of effort. Knowledge of the capabilities of agencies identified in JP 3-08, Vol. II  
4 *Interagency Coordination During Joint Operations*, may avert conflicts.

5  
6 **b. Assessment, Imagery, and Information Exchange.** Before effective disaster response  
7 operations can proceed, **state and federal officials evaluate the nature and extent of**  
8 **damage to assess their immediate needs and abilities to respond.** Responders first need to  
9 know the extent of damaged areas, where survivors are, what routes into the affected region  
10 are open, and other basic facts concerning the disaster and its effects. **Effective disaster**  
11 **response requires timely damage assessment and dissemination of information to local,**  
12 **state, and federal agencies.** Assessment is a fundamental task for disaster assistance. State  
13 (including National Guard) and local organizations are responsible for and provide their own  
14 damage assessments. However, once the magnitude of the disaster warrants a federal disaster  
15 declaration, FEMA may be requested to support the assessment effort. FEMA ensures that  
16 information is effectively collected, produced, and disseminated at the federal level through  
17 ESF 5, “Information and Planning.”

- 18  
19 • **FEMA consolidates all requests for imagery and tasks various federal agencies**  
20 **(NASA, EPA, the Federal Aviation Administration (FAA), the Department of Defense)**  
21 **or civilian contractors to fulfill the mission.** The importance of space assets cannot be  
22 overemphasized. Space systems may be used to provide damage assessments relating to  
23 forest fires, floods, hurricanes, trafficability, route reconnaissance, positioning and

1 navigation, weather and terrain, and environmental monitoring. FEMA validates,  
2 consolidates, deconflicts, and prioritizes imagery and space asset requests from state and  
3 federal agencies.

4  
5 **•• DOMS is the DOD entry point for imagery requests from FEMA.** After approval  
6 of the request and tasking, DOD reconnaissance organizations collect, process, produce,  
7 disseminate, and manage information to support FEMA's damage assessment and  
8 planning activities. DOD assets are provided only upon receipt of a valid FEMA mission  
9 assignment number and approvals.

10  
11 **•• Generally, a supported unified combatant commander is responsible for**  
12 **planning, coordinating, and executing the mission.** During the planning process,  
13 missions may be consolidated with other requests to conserve resources. In conjunction  
14 with reconnaissance requests for a disaster, the supported commander publishes a proper  
15 use statement.

16  
17 **•• The Defense Intelligence Agency also has a function in providing reconnaissance**  
18 **support to disasters.** Its National Military Joint Intelligence Center serves as the 24-  
19 hour point of entry for requests for information and intelligence support to DSA. It  
20 publishes an annual proper use statement for MSCA and publishes a consolidated  
21 instruction detailing the courtering, processing, exploitation, distribution, classification,  
22 and reliability guidance for imagery products that support DRO.

23

- 1 • **Priorities for information collection** are normally contained in the mission request.

2 Generally, the major priorities are as follows.

3  
4 •• First, gather information concerning survivors in immediate need of assistance and  
5 information concerning available routes into the disaster area.

6  
7 •• Second, gather information that can aid in reducing the mortality rate and mitigating  
8 the effects of the disaster.

9  
10 •• Third, collect data that can contribute to long-term recovery and rehabilitation.

- 11  
12 • Commanders consider two conditions in all requests for reconnaissance **intelligence**  
13 **restrictions and classification.**

14  
15 •• Commanders should know that DODD 5240.1, *DOD Intelligence Activities*, applies  
16 to MSCA operations and must ensure that the rights of US persons, groups of persons, or  
17 organizations are not violated. Additionally, transfer of imagery to a law enforcement  
18 organization for post-disaster, non-emergency law enforcement purposes may be subject  
19 to limitations. Prior to transfer, commanders should consult with their servicing SJA.  
20 The events of a disaster will not be used to circumvent statutory limitations on the use of  
21 DOD intelligence assets for law enforcement purposes.

1       ●● FEMA's requirements to communicate with other federal departments and agencies,  
2       local and state governments, the news media, and the public requires that imagery and  
3       imagery products be unclassified to the maximum extent possible. Information derived  
4       from classified imagery, but not the imagery itself, can generally be released to unclassified  
5       personnel if the information is converted into a voice or text report, line drawing, map, or  
6       chart.

7  
8       c. **Religious Ministry Support.** If a disaster situation is of sufficient magnitude to require  
9       DOD assistance, a significant amount of devastation and trauma may be associated with the  
10      emergency. Early deployment of religious ministry support teams (chaplains and their  
11      assistants) puts caregivers on the scene to deal with trauma. Particularly at risk are military  
12      personnel who are confronted with the emotional impact of the disaster as they arrive on the  
13      scene. The chaplain's primary role is to provide spiritual care to military personnel. The  
14      additional and often extensive involvement with civilians imposes additional stress on  
15      personnel. However, if their counseling skills are requested through FEMA, military  
16      chaplains may provide religious ministries to disaster victims in a supporting role to local  
17      religious entities. In such cases, religious ministry teams may work with local governments  
18      and religious authorities to identify local resources, facilities, and support available for  
19      counseling to the civilian population.

20  
21      See JP 1-05, *Religious Ministry Support for Joint Operations*, for details.

1     **d. Communications.** Staffs should **plan for portable fly-away communications**  
2     **capabilities** for any deploying package. Normal means of communications, such as  
3     commercial telephone, are often damaged in the disaster. Following catastrophic disasters,  
4     **satellites may be the only means of communication** into, out of, and within the disaster  
5     area. This independent means of communication allows the Department of Defense to be  
6     more responsive and flexible to immediate disaster-relief requirements.

- 7
- 8     • In all likelihood, a combination of military and commercial communications support will  
9     be required. A major concern for the communications planner is the interface between  
10    military and commercial communications and information systems and networks. This  
11    concern is not only from the standpoint of interoperability but also from that of the ability  
12    of the commercial communication infrastructure to support both civil and military  
13    communications requirements. Frequency clearance is necessary in the disaster area as in  
14    any military operation. Planners should consider using programmable land mobile radios  
15    to reduce the potential for frequency allocation problems and to increase the potential for  
16    interoperability. If frequency clearances are not received prior to deployment, the  
17    Command, Control, Communications, and Computer (C4) Systems Directorate should  
18    coordinate through the DCO for area frequencies from ESF 2, “Communications.”

- 19
- 20    • **The NCS**, managed by the Defense Information System Agency (DISA) director, serves  
21    as the **focal point for coordinating and integrating civilian agency and military C4**  
22    **systems**. This coordination includes (but is not limited to) **frequency allocation,**  
23    **communications security use and procedures, C4 equipment compatibility, C4**

1        **network design, commercial C4 equipment acquisition and procurement, and C4**

2        **liaison requirements.** Military C4 planners coordinate with DISA during all phases of  
3        the operation. Any military C4 systems expected to exceed 180 days of support for  
4        MSCA require commercial augmentation or replacement C4 systems.

- 5
- 6        • Most civil and military communications systems are **incompatible for reasons such as**  
7        **equipment, frequency allocation, and usage.** Though possible, it is highly unlikely that  
8        either element will have sufficient assets on hand to equip both with compatible  
9        communications equipment. For these reasons, military and civil communications  
10       planners ensure that connectivity is achieved between military and civilian operations  
11       centers.

12

13       e. **Integration of Foreign Units.** Catastrophic disasters may be of such severity and  
14       magnitude that other nations may offer assistance to the United States in the form of engineer  
15       units, search and rescue organizations, or medical support detachments. Should this occur, if  
16       military, OPCON of the foreign unit might be given to a JTF. Another consideration for the  
17       employment of foreign disaster relief forces is the legal status of the individuals. If the  
18       country from which they come has concluded a status-of-forces agreement (SOFA) to govern  
19       their legal status within the United States, they should be covered by that agreement.

20       Individual agreements need to be negotiated with governments not covered by a SOFA.

21

22       f. **Military Health Service Support.** Medical resources are deployed based on the  
23       commander's assessment and FEMA mission assignment. **Medical resources can be**

1    **activated by direction of the NCA, DOMS, a unified combatant commander, or through**  
2    **the NDMS.**

3  
4    • When directed, **supporting commanders and other DOD organizations' medical**  
5    **forces and resources are allocated to support plan execution.** This support is  
6    temporary and commanders may withdraw it to meet higher priority military missions.  
7    Each Service retains responsibility for the medical support of its respective forces. Should  
8    shortages arise, first priority is to support military requirements unless otherwise directed.

9  
10   • Guidance for DOD medical support to civil authorities is normally based on **priorities**  
11   **established by DHHS and then transmitted and validated by FEMA at both**  
12   **regional and national levels.** All military CONUS medical resources are potentially  
13   available for MSCA missions under the authority of DODD 3025.1, *Military Support to*  
14   *Civil Authorities*. When forces and resources are required, they are requested through  
15   pre-established procedures.

16  
17   •• If a field assessment team is deployed to assess the damage in the disaster area, the  
18   USJFCOM surgeon's office will provide or task a joint readiness medical planner to  
19   serve as a member.

20  
21   •• The DCO with geographic responsibility for the disaster area staffs the DCE in the  
22   DFO to coordinate DOD requirements with federal and state agencies. The DCO may be  
23   augmented with a joint medical planner to coordinate medical requirements and

1 capabilities of Services.

- 2
- 3 • **For DRO, all CONUS-based medical forces and resources** (to include aeromedical  
4 evacuation and blood assets) **are potentially available.** DOD medical forces and  
5 resources are placed under OPCON of the supported unified combatant commander at  
6 whichever level the supported commander determines appropriate. Administrative  
7 control of such medical forces and resources remains with the respective Service  
8 component to which assigned. These forces and resources are returned to their respective  
9 organizations upon completion of the mission or as ordered by the appropriate  
10 commander.

11

12 JP 4-02, *Joint Tactics, Techniques, and Procedures for Health Service Support in Joint*  
13 *Operations*, provides details on health service support.

14

15 g. **Mortuary Affairs.** Because disasters usually occur without warning, they create  
16 considerable confusion, as well as a shortage of personnel to handle the sensitive, unpleasant  
17 task of caring for the dead, a job that must be done quickly and efficiently. At such times,  
18 **military mortuary affairs units can provide valuable assistance.** When the requirement  
19 for such services exceeds a community's capabilities, military mortuary affairs units can  
20 **provide search, recovery, evacuation, and identification services.**

21

22 More information may be found in JP 4-06, *Joint Tactics, Techniques, and Procedures for*  
23 *Mortuary Affairs in Joint Operations.*

1     **h. Civil Affairs (CA).** CA units are organized to **support the relationships among the**  
2     **military, civilian authorities, and the civilian populace during disasters.** However, since  
3     this capability is largely found in the Reserve Components, **CA units may be best employed**  
4     **in protracted missions rather than missions requiring short notice, rapid deployment**  
5     **and crisis response.** An example of CA participation in a protracted mission occurred  
6     during a drought in the Federated States of Micronesia in the USCINCPAC AOR in 1991-  
7     1992. Through civil-military operations, CA units assist in coordinating longer-term, life-  
8     sustaining services, maintaining order, and assisting in the distribution of goods and services.  
9     Civil-military support includes assisting in the equitable distribution of humanitarian supplies  
10    and services; providing advice to military commanders who temporarily assume duties  
11    normally performed by a civilian government; and accomplishing liaison and coordination  
12    with USG agencies, local governments, and nongovernmental and private voluntary  
13    organizations. The nature and objectives of CA activities should correspond with applicable  
14    domestic law.

15  
16    See JP 3-57.1, *Joint Doctrine for Civil Affairs*, for more information.

17  
18    **i. Psychological Operations.** The rapid production and dissemination of accurate  
19    information to the population in crisis situations is important. Such information may include  
20    **messages on safety and health, locations of water and food distribution points, and**  
21    **designation of restricted areas and temporary shelters.** Since normal civilian facilities  
22    may be disrupted, these units may have to employ alternative methods. **Equipment assets of**  
23    **PSYOP units** (portable printing presses, loudspeakers, and radio broadcasting stations) **have**

1 **great utility in disaster operations.** PSYOP personnel can provide a commander with real-  
2 time analysis of the perceptions and attitudes of the civilian population and the effectiveness  
3 of the information being disseminated. However, PSYOP may not be targeted against US  
4 citizens.

5  
6 More details can be found in JP 3-53, *Doctrine for Joint Psychological Operations*.

7  
8 j. **Logistics.** Most CS operations are logistics-intensive. **Support is based on requests**  
9 **from LFAs, rather than on standard support packages.** In planning for CS, logistic  
10 planners face ambiguities about how to prepare for and predict types of contingencies  
11 military forces will confront. The JP 4-0 series of publications for logistic support applies in  
12 CS. However, logistic planners consider both military and civil requirements and capabilities  
13 concurrently to avoid duplication.

14  
15 • **Initial Response.** In most crises, National Guard units under control of the respective  
16 state government are the first military units to provide support. Although the military  
17 commander retains C2 of military forces, a federal, state, or local official ordinarily  
18 controls the overall operation. Detailed planning and familiarization with federal, state,  
19 and local governments help synchronize assistance efforts and avoid confusion. Planners  
20 will:

21  
22 •• **Transition operations to civil authorities and agencies at the earliest possible time;**  
23

1       ●● Integrate resource management into all phases of the operation and accounting for all  
2 costs associated with the operation to substantiate reimbursement (See Appendix A,  
3 “Reimbursement for Domestic Support Operations”)

4  
5       ●● Not procure or maintain supplies, materiel, or equipment exclusively for CS in civil  
6 emergencies, unless directed by the Secretary of Defense.

7  
8       ● **Supplies and Equipment.** When the Department of Defense responds to a serious  
9 domestic emergency, **the civilian populace may be without housing and other**  
10 **essential services.** Military forces may be involved in the relief effort to provide shelter  
11 with heating and cooling, kitchens, latrines, showers, laundries, power generation, and  
12 water purification. The magnitude of need and the flow of supplies may dictate the need  
13 for an extensive storage complex. **In emergencies, large quantities of goods are**  
14 **routinely contributed to the affected populace.** Normally, civil agencies handle  
15 donated goods; however, the FCO may request that military forces do the job.  
16 Commanders should recognize the requirement for supply accountability and  
17 reimbursement for goods and services. **The nature of the emergency and prevailing**  
18 **conditions determine the proper mix of equipment needed.** In many cases military  
19 equipment, such as materials handling or transportation equipment, is well suited for CS.

20  
21       ●● **Equipment may be loaned** between active and reserve units, Services, or to federal  
22 agencies to supplement their capabilities. With proper authorization, loans may be made  
23 to nonfederal agencies; to state, county, and local civil authorities; or to private agencies.

1 Normally, consumable supplies and repair parts are not loaned.

2

3 **•• The borrower signs a statement assuming liability for equipment** during the  
4 period of the loan, to include care, custody, security, safeguarding, proper use,  
5 maintenance, and responsibility for all incremental costs accrued to the Department of  
6 Defense. Prior to issue, the condition standards for return of the equipment are clearly  
7 established.

8

9 **•• Requests from nonfederal agencies state that a commercial source for an item is**  
10 **not reasonably available.** Loan of firearms, weapons, combat or tactical vehicles, water  
11 vessels, and aircraft require SecDef approval.

12

13 **• Transportation. Early assessment of transportation requirements is essential.**

14 Transportation support is tailored to both the deployed military force and civil authorities  
15 under centralized control. The Department of Defense can provide numerous  
16 capabilities, depending upon the mission. **Transportation planners should be**  
17 **deployed early as part of the logistic assessment element.** The joint movement center  
18 can be tailored to meet operational transportation requirements. FEMA and the  
19 supported commander create time-phased force and deployment data for FEMA initial  
20 response resources and response team packages to expedite deployment under the  
21 JOPES. All requests for DOD transportation assets are validated by the supported  
22 commander and, when practical, a JOPES requirement is generated.

- 1 • **Deployment.** Deployment to the operational area is normally under the centralized  
2 control of USCINCTrans, a supporting commander, and is often conducted under crisis  
3 action procedures. USCINCTrans is notified as soon as possible by any means  
4 available to expedite deployment. Units deploy according to port call instructions using  
5 military and commercial transportation. Deploying units or teams follow existing  
6 policies, procedures, and regulations. When deployment control is not centralized under  
7 USCINCTrans, the servicing installation arranges transportation to final destinations.  
8
- 9 • **Convoy Coordination.** Military convoys are coordinated between the deploying unit's  
10 installation and the defense movement coordinators (DMCs) in the states where the  
11 convoys originate. The DMC coordinates military movements with state transportation,  
12 civil defense, and law enforcement officials. During CS, the DMC should provide liaison  
13 to the senior movement control organization in the joint force.  
14
- 15 • **Airlift Coordination.** The supported commander may direct establishment of a **director**  
16 **of mobility forces (DIRMOBFOR) to assist with the coordination of airlift.** The  
17 DIRMOBFOR is normally a senior officer with an extensive background in airlift  
18 operations. The DIRMOBFOR exercises coordinating authority among USTRANSCOM  
19 assets and works closely as an advisor to the DCO.  
20
- 21 • **Redeployment.** Redeployment is **centrally controlled** to provide for orderly movement  
22 out of the area in compliance with approved termination standards. **The deployed force**  
23 **is prepared to redeploy on commercial transportation** since redeployment normally

1 carries a lower priority for military lift than does deployment. The servicing installation  
2 transportation office in the area of operations procures the commercial transportation,  
3 prepares and issues shipping documentation, and monitors carrier performance.

4  
5 k. **Military Engineering.** The engineer assets from all the Services are extremely useful in  
6 CS in removing debris, reestablishing utilities, restoring public facilities and infrastructure,  
7 flood lighting, providing emergency power, supporting urban search and rescue, and building  
8 temporary facilities and structures for displaced persons. Under the FRP, USACE is the LFA  
9 for planning and executing ESF 3, “Public Works and Engineering.” Engineer units  
10 deployed for and available to support these efforts receive mission assignments from the  
11 supported USACE commander.

12  
13 1. **Volunteerism.** To ensure that the Department of Defense provides resources to CS in  
14 the most coordinated and efficient manner, **organizations and individuals within the DOD**  
15 **components should neither offer nor provide direct support except for immediate**  
16 **response activities authorized under DODD 3025.1, *Military Support to Civil Authorities***  
17 **(MSCA).** To do so might confuse the DOD response effort, may be counterproductive, and  
18 in some cases may lead to inefficient use of resources. **Military personnel and equipment-**  
19 **related support capabilities that may be available for disaster response should be**  
20 **identified through the chain of command to the supported commander.** The supported  
21 commander applies available assets against valid FEMA requirements. At the same time,  
22 plans to integrate civilian volunteers into operations may be required.

1     **m. Disengagement. Successful disengagement of disaster response activities and**  
2     **transition from military to civilian control is absolutely critical.** The lack of an agreed-  
3     upon end state can result in entrenchment and lead to over-dependence on military forces.  
4     Therefore, disengagement or transition depends on **visualizing an end state, establishing**  
5     **objective criteria, developing a detailed transition plan, and continually assessing the**  
6     **endstate goal.** The termination of CS is a sensitive operation that requires detailed planning  
7     and execution. This sensitivity is heightened in a catastrophic disaster that requires a large  
8     military presence during the response phase. If a JTF is organized, the CJTF statement of  
9     intent should include a disengagement end state.

10  
11    **n. Resource Data Bases. The DOD Resource Data Base (DODRDB) provides**  
12    **emergency managers** in the field with a transportable data base of essential information on  
13    existing and projected forces and resources that are potentially available for use in domestic  
14    emergencies. C2 headquarters, personnel, major units, selected equipment, certain types of  
15    facilities, and key items of supply are included. **DODRDB is developed and maintained by**  
16    **United States Army Forces Command (FORSCOM).** Additionally, USJFCOM  
17    maintains the Joint Logistics Battle Book as a source of Service component support and  
18    resource management.

19  
20    More information is available by contacting:

21  
22    HQ FORSCOM

23    ATTN: AFOP-OPD

1 Fort McPherson, GA 30330-6000

## CHAPTER III

### MILITARY SUPPORT TO LAW ENFORCEMENT AGENCIES

*"The National Guard has a recruiting poster that describes their forces as 'neighbors helping neighbors.' . . . The National Guard's support to civil authorities is their secondary mission, but it is one that is performed every day."*

**Major David E. Stark, National Guard Bureau  
Presentation to a Partnership for Peace Workshop, April 1995**

#### 1. Overview

Military forces may conduct missions to help the DOJ or other federal LEAs assist federal, state, or local LEAs. Operations that typically require military assistance include MACDIS, counterdrug, combatting terrorism, and general support such as training civilian law enforcement officials and critical asset assurance.

a. **DOD Cooperation with Civilian Law Enforcement Officials.** It is the policy of the Department of Defense to cooperate with civilian law enforcement officials to the extent practical. DODD 5525.5, *DOD Cooperation with Civilian Law Enforcement Authorities*, establishes policy and procedures for military assistance to civilian law enforcement.

b. **Crisis Management** includes measures to identify, acquire, and employ resources to anticipate, prevent and/or resolve a threat or act of terrorism. The laws of the United States assign primary authority to the federal government to prevent and respond to acts of terrorism; state and local governments provide assistance as required. Crisis management is

1 predominately a civil law enforcement response in domestic issues. Based on the situation, a  
2 federal crisis management response may be supported by technical operations and by federal  
3 CM response, which may operate concurrently (see Figure III-1).

## 4 5 **2. Legal Considerations**

6  
7 Laws, directives, and regulations restrict DOD military personnel from assuming the  
8 civilian law enforcement mission in the United States, except when specifically authorized by  
9 Congress and the NCA. **Laws governing military support to LEAs are complex and**  
10 **sometimes change.** For these reasons, commanders should discuss plans, policies, programs,  
11 exercises, funding, and operations with their SJA. **The SJA examines requests for aid to**  
12 **ensure that they conform to statutory requirements.** Questions regarding the Posse  
13 Comitatus Act, use of force, and federalization of troops raise issues that require timely,  
14 accurate legal advice. Commanders and staffs must understand the constitutional and  
15 statutory restrictions and corresponding directives and regulations that limit the types of  
16 support they can provide in military support to LEAs.

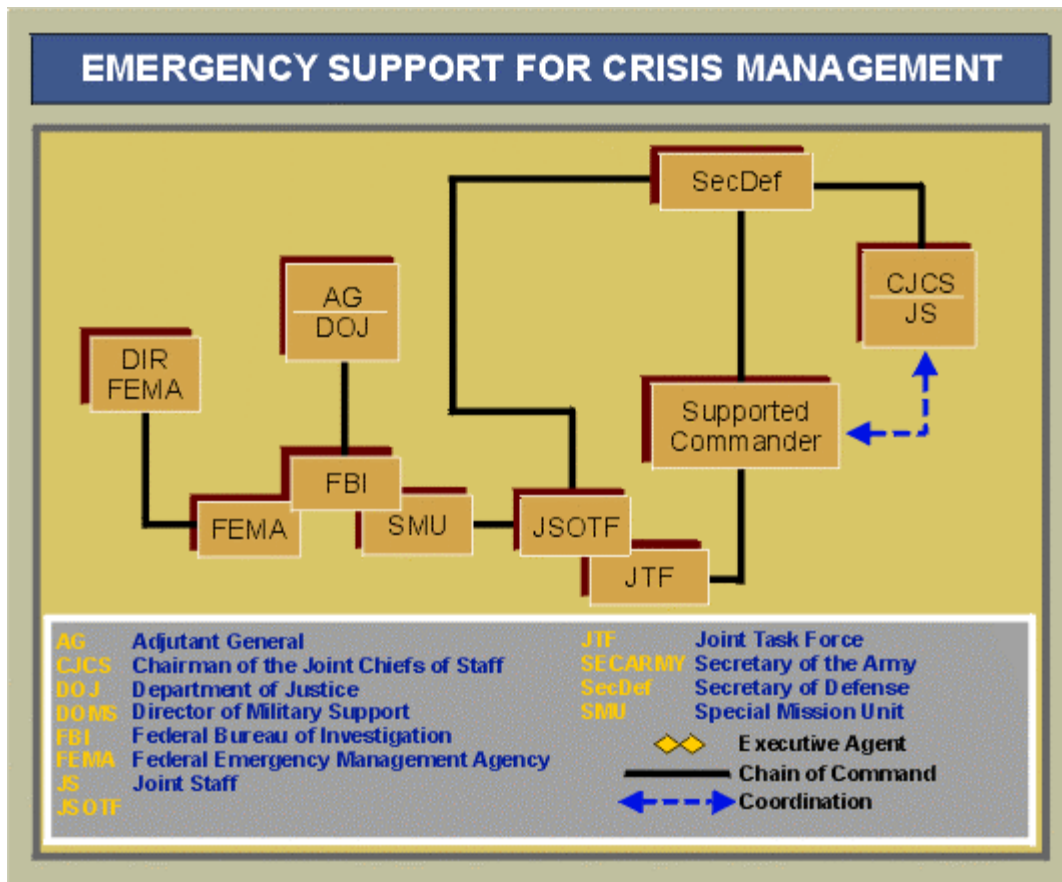


Figure III-1. Emergency Support for Crisis Management

a. The Posse Comitatus Act. The Posse Comitatus Act, 18 USC 1385, prescribes criminal penalties for use of the US Army or Air Force to perform civilian law enforcement within the United States, unless expressly authorized by the Constitution or Act of Congress. DODD 5525.5, *DOD Cooperation with Civilian Law Enforcement Authorities*, further prohibits the Navy and Marine Corps from being used to perform civilian law enforcement activities. This act and 10 USC 375 restrict direct military participation in law enforcement activities as follows.

- Any DOD activity (including the provision of any equipment or facility or assignment or

1 detail of any personnel) must not include or permit direct participation by military  
2 members.

3  
4 •• In arrest, search, seizure, or other similar activity such as stopping and frisking of  
5 persons, or interdiction of vessels, aircraft, or vehicles.

6  
7 •• In surveillance or pursuit.

8  
9 •• As informants, undercover agents, or investigators in civilian legal cases or in any  
10 other civilian law enforcement activity.

11  
12 • The Posse Comitatus Act does not apply to the following.

13  
14 •• Members of the National Guard when in Title 32 and state status.

15  
16 •• Members of a Reserve Component when not on active duty or active duty for training.

17  
18 •• DOD civilians, unless under the direct C2 of a Title 10 active duty officer.

19  
20 •• Military personnel when off duty and acting solely in a private capacity.

21  
22 •• Military personnel taking action for the primary purpose of furthering a military or  
23 foreign affairs function of the United States. For example, enforcing military justice,

maintaining law and order on military installations, or protecting classified materials.

•• **The US Coast Guard.** 14 USC 637 authorizes US Naval Vessels, on which Coast Guard personnel are embarked, to fire into a vessel which refuses to stop, after first firing a warning shot.

• Notwithstanding the Posse Comitatus Act, the President may order federal military forces to assist in restoring law and order in a state experiencing an insurrection or civil disturbance. The state's legislature or its governor, if the legislature cannot be convened, may request such assistance to enforce federal law, to protect federal property, or to protect the constitutional rights of citizens within the state. Before DOD federal military forces are employed, the President must issue a proclamation calling upon insurgents to cease disturbances and to disperse peaceably within a limited time (10 USC 334). This exception to the Posse Comitatus Act applies equally to active duty military and federalized National Guard troops.

c. **Other Statutes.** Other statutes (10 USC 371-381) allow military personnel to provide limited support to civilian LEAs indirectly. Under these laws, the military may share certain information and provide equipment, facilities, and other services to civilian LEAs. The annual DOD Authorization Act contains exceptions concerning military support to civilian authorities in the counterdrug effort. DODD 5525.5, *DOD Cooperation with Civilian Law Enforcement Authorities*, contains DOD policies. **Examples of currently allowable federal military support to civilian LEAs include the following.**

1     • **Loan of equipment and provision of training support to operate or repair**

2     **equipment.** The Controlled Substances Act and the Immigration and Naturalization Act  
3     permit direct operation of equipment. DODD 5525.5, *DOD Cooperation with Civilian*  
4     *Law Enforcement Officials*, allows Military Departments and defense agencies to provide  
5     equipment, base facilities, or research facilities to federal, state, or local civilian law  
6     enforcement officials. Assistance may not be provided if it could adversely affect  
7     national security or military preparedness. Federal, state, or local LEAs forward requests  
8     for training, expert advice, or use of personnel to operate or maintain equipment in  
9     accordance with DODD 5525.5, *DOD Cooperation with Civilian Law Enforcement*  
10    *Officials*. Loans under the Economy Act, 31 USC, are limited to agencies of the federal  
11    government. Leases under 10 USC 2667 may be made to entities outside the federal  
12    government. Requests for arms, ammunition, combat vehicles, vessels, and aircraft are  
13    subject to approval by Secretaries of Military Departments and directors of defense  
14    agencies. Unless required by higher authority, Secretaries of Military Departments and  
15    directors of defense agencies approve requests for loan, lease, or other use of equipment  
16    or facilities. Federal agencies submit appropriate funding documents with equipment  
17    purchase requests (permanent retention) to Military Departments or defense agencies.  
18    Requests for transferring equipment to nonfederal agencies are processed according to  
19    DOD Instruction (DODI) 4160.23 or DODD 4165.20.

20  
21    • **Transfer of information acquired during normal military operations.** Federal, state,  
22    or local agencies forward requests for DOD intelligence support according to provisions  
23    of DODD 5240.1, *DOD Intelligence Activities*.

### 3. Responsibilities

US military forces are never placed under the command of civilian law enforcement officers nor nonfederalized National Guard. The federal military chain of command is maintained. Although not inclusive, the following organizations have significant responsibilities in military support to LEAs.

Other organizations relevant to these operations are listed in JP 3-07.2, Joint Tactics, Techniques, and Procedures for Antiterrorism; JP 3-07.4, Joint Counterdrug Operations; and JP 3-08, Interagency Coordination During Joint Operations.

a. **Federal Aviation Administration.** FAA has exclusive responsibility for directing law enforcement activity **onboard in-flight aircraft involved in aircraft piracy**. “In flight” is defined as that period when an aircraft’s exterior doors are closed. The FAA is responsible for communicating terrorist threat information to commercial air carriers and their passengers. The Department of Defense is required, upon request of FAA, to provide necessary assistance.

b. **Department of Justice.** DOJ normally designates one of its agencies as the LFA for military support to LEAs. DOJ plays a significant role in **law enforcement and counterdrug operations**. The **Drug Enforcement Administration** is DOJ’s LFA for counterdrug operations. The **INS** serves as the LFA for DOJ in operations involving **mass immigration emergencies**. The **FBI** is DOJ’s LFA for MACDIS, **counterterrorism, and**

1 **crisis management response** to an incident involving CBRNEs.

2

3 c. **Department of the Treasury (TREAS).** TREAS has a role in military support to LEAs

4 chiefly through the US Customs Service (USCS). **USCS regulates goods, people, and**

5 **vehicles entering or leaving the United States and its territories.** USCS assesses and

6 collects duties on imports and controls merchandise to prevent smuggling of contraband,

7 including narcotics. Through the United States Secret Service (USSS), **TREAS** is

8 responsible for providing **security for the President, Vice President, and visiting heads of**

9 **state.** The USSS can request the aid of the military — in particular, military and security

10 police and military working dogs, as well as explosive ordnance disposal (EOD) and

11 communications personnel-to support security and protection missions. The Department of

12 Alcohol, Tobacco, and Firearms also has a role in military support to LEAs.

13

14 d. **Department of Transportation.** The USCG is the LFA for maritime counterdrug

15 operations and, through the Secretary of Transportation, may be directed to assist in other

16 MSCLEA operations.

17

18 e. **Department of Defense.** The employment of active duty military forces in domestic

19 civil disturbances only by the President. When authorized by the President, the Secretary of

20 Defense shall employ active federal military forces under ROE approved by General Counsel

21 of the Department of Defense and the Attorney General. The SECARMY (as executive agent

22 for the Secretary of Defense and with the advice and assistance of the Chairman of the Joint

23 Chiefs of Staff) and the DOMS shall direct the required DOD assistance, in accordance with

DODD 3025.12, *Military Assistance for Civil Disturbances*, DODD 5160.54, *Critical Asset Assurances*, and DODD 3025.1, *Military Support to Civil Authorities*, unless otherwise directed by the Secretary of Defense. In coordination with the Chairman of the Joint Chiefs of Staff, the SECARMY shall at all times maintain contingency plans (with ROE approved by the DOJ) for use in civil disturbance situations.

#### 4. Types of Operations

Operations include providing MACDIS, supporting counterdrug operations, combatting terrorism, training civilian LEAs, providing support for critical asset assurance, and EOD support.

a. **Military Assistance for Civil Disturbances.** Civil disturbances are group acts of violence and disorders prejudicial to public law and order. Included in this category are **riots, acts of violence, insurrections, and unlawful obstructions or assemblages**. Military support to MACDIS are actions as exceptions to the Posse Comitatus Act's provisions, "except in cases under circumstances expressly authorized by the Constitution or act of Congress" (18 USC 1385). Military support is provided in accordance with DODD 3025.12, *Military Assistance for Civil Disturbances*, and the **DOD Civil Disturbance Plan GARDEN PLOT**. GARDEN PLOT provides guidance and direction to all DOD components that participate in civil disturbance operations that support civil authorities. Civil disturbances may range from **unruly demonstrations to widespread rioting with looting and arson**. In extreme cases, civil disturbances may include criminal acts of terrorism and violence. **Civil**

1 **disturbances in any form are prejudicial to public law and order.** The military has a role  
2 in assisting civil authorities to restore law and order when local, state, and federal LEAs are  
3 unable to quell civil disturbances.

- 4
- 5 • **State Responsibilities.** As a state organization, the National Guard responds to the  
6 Governor in accordance with state law for civil disturbance operations. National Guard  
7 regulations direct planning and training for the civil disturbance mission. During most  
8 civil disturbance situations, the **National Guard is the first military responder** and  
9 usually remains in state status throughout the operation.

- 10
- 11 • **Federal Responsibilities.** The National Guard can be **activated for federal service** for  
12 civil disturbance operations when ordered by the President. However, federalizing the  
13 National Guard imposes the limitations of Posse Comitatus and other federal laws and  
14 regulations. This drastically reduces the types of support that can be provided. **The role**  
15 **of federal military forces is to assist civil authorities in restoring law and order**  
16 **when the magnitude of the disturbance exceeds the capabilities of local and state**  
17 **authorities.** The President may employ federal military forces to aid local and state  
18 authorities to protect the constitutional rights of citizens when a state is unwilling or  
19 unable to do so. Federal military forces may also protect federal facilities and  
20 installations in any state, territory, or possession. National Guard officers in state or Title  
21 32 status are prohibited from commanding federal soldiers.

1     **•• Requests for Federal Military Assistance.** Requests for federal military assistance  
2     originate with the state, which forwards them to the President. The US Attorney General  
3     is responsible for coordinating and managing all requests for federal MACDIS  
4     operations. The Attorney General advises the President whether and when to commit  
5     federal military forces. The President orders the employment of federal military forces in  
6     domestic civil disturbance operations. The Attorney General, as the head of the LFA  
7     responsible for law enforcement, appoints a senior civilian representative of the attorney  
8     general (**SCRAG**). (1) The SCRAG is responsible for **coordinating federal civil**  
9     **disturbance operations and assisting state civil authorities.** The SCRAG has the  
10    authority to request MACDIS support from federal military forces. The SCRAG  
11    exercises this authority in coordination with a single-Service or JTF commander. Civilian  
12    officials remain in charge of civil disturbance operations. (2) Following appropriate  
13    approvals, **DOMS coordinates the functions of all the military services when federal**  
14    **MACDIS is required.** The DOD executive agent publishes an execute order, through  
15    DOMS, designating either USCINCFJCOM, USCINCPAC, or USCINCSO as the  
16    supported commander for MACDIS operations. This execute order also designates the  
17    supporting commanders, Services, and agencies. **The supported commander**  
18    **determines the organization and forces required to accomplish the civil disturbance**  
19    **mission.** The supported commander may establish a JTF in order to make best use of the  
20    forces available for the mission (see Figure III-2).

•• **Conduct of Civil Disturbance Operations.** The task force commander exercises control of all federal military forces (including federalized National Guard) committed to assist civil authorities. Federal military forces remain under the federal military chain of command during MACDIS operations. Federal forces are not placed under command of either civilians or National Guard commanders in state status. Civilian authorities retain control of their state and local LEA. The task force commander establishes liaison with the SCRAP and other appropriate federal, state, and local civil authorities. **Federal military forces are tailored to the specific civil disturbance situation.** Sufficient

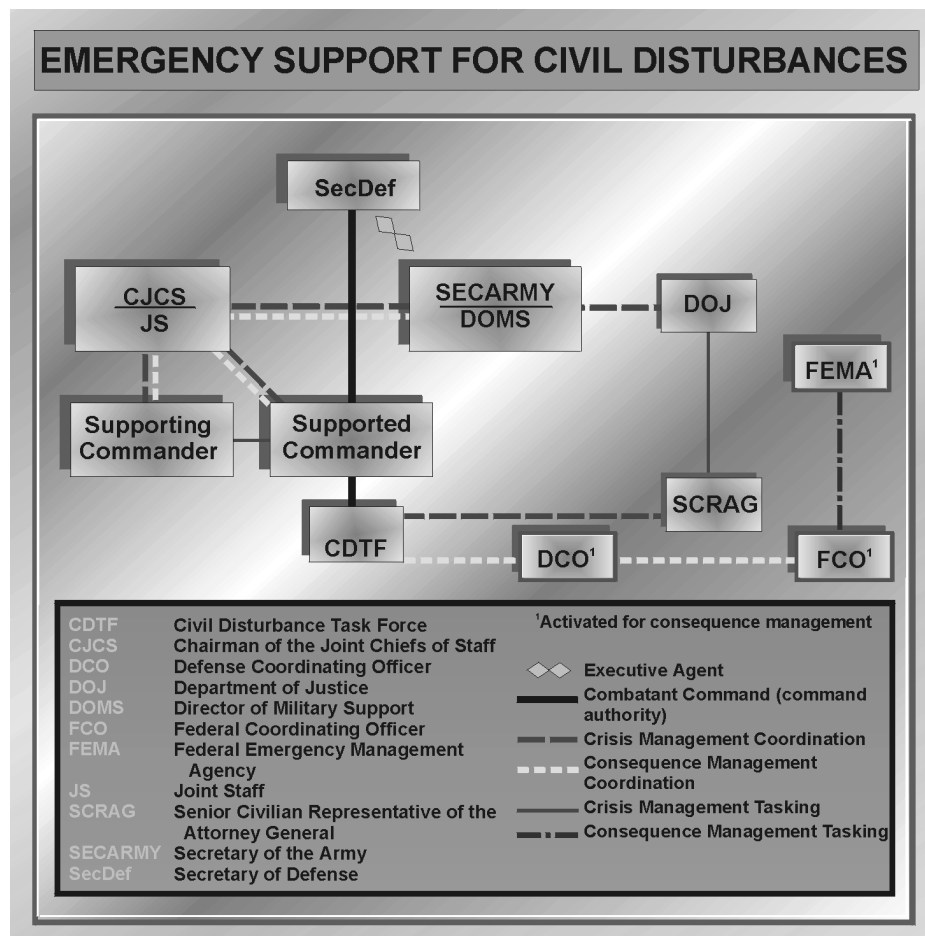


Figure III-2. Emergency Support for Civil Disturbances

1 combat support and combat service support units are required to sustain the force  
2 throughout the deployment. Coordination with civil officials may allow the force to  
3 **draw on resources available from state and local agencies.** Close and continuous  
4 coordination between the task force commander and the SCRAG provides the  
5 commander with the **detailed information required to employ and protect the force**  
6 **effectively.** The task force commander should staff intelligence support missions with  
7 that commander's senior intelligence officer and legal counsel prior to approving the  
8 mission. (1) Federal military forces are employed in tasks or missions appropriate to  
9 their organization and training; they are not employed in ways that violate the legal  
10 restrictions in effect. **Certain types of missions are always inappropriate for military**  
11 **forces during civil disturbance operations;** for example, the deliberate gathering of  
12 intelligence on civilians. (a) Military forces may be used to disperse unlawful assemblies  
13 and patrol disturbed areas to prevent unlawful acts (restoration-of-order phase only). (b)  
14 Military forces may be used to assist in the distribution of essential goods and the  
15 maintenance of essential services. (c) Military forces may also establish traffic control  
16 points (military traffic), cordon off areas, release smoke and obscurants, and serve as  
17 security or quick-reaction forces (restoration-of-order phase only). (2) **Requests for the**  
18 **conduct of specific military missions are typically passed through a single state or**  
19 **law enforcement coordinating officer as approved by the SCRAG.** Validated  
20 requests are transmitted to the task force commander and the task force headquarters for  
21 staffing and coordination. Approved missions are assigned through the military chain of  
22 command to the appropriate element or unit for execution. **Units and military**  
23 **personnel do not accept taskings or missions directly from law enforcement or**

1 **civilian officials**, except in a direct support relationship as approved and ordered through  
2 the military chain of command. This arrangement prevents inappropriate mission  
3 execution or misuse of resources. **Military liaison should be provided to each LEA**  
4 **headquarters** generating requests for support. This liaison can assist LEA officials in  
5 determining the types and quantities of military support to be requested. The task force  
6 headquarters can facilitate this mission assignment process by providing civilian LEAs  
7 with a detailed listing of the types of missions federal military forces may conduct. A  
8 deployed unit's area of operation should coincide with the jurisdiction or subdivision  
9 boundaries of the LEAs it supports. This arrangement facilitates liaison and coordination  
10 between law enforcement officials and military chains of command.

11  
12 b. **Supporting Counterdrug Operations.** Military support for the federal effort to  
13 **interdict illegal drugs coming into the United States**, its territories, possessions, and  
14 territorial waters requires sustained use of military resources and personnel. The effort  
15 requires **continuing cooperation and coordination between the military and federal drug**  
16 **law enforcement agencies (DLEAs)**. The military must be prepared to provide forces to  
17 help federal DLEAs develop and execute plans that effectively employ the unique capabilities  
18 of military forces. **The military provides counterdrug operational and counterdrug**  
19 **nonoperational support to specified government agencies.** The Secretary of Defense may  
20 direct funding to state LEAs that employ the National Guard of that state for drug interdiction  
21 and counterdrug activities if the state has a counterdrug plan that satisfies the requirements of  
22 32 USC 112, *Drug Interdiction and Counterdrug Activities*.

1 See JP 3-07.4, *Joint Counterdrug Operations*, for detailed information on how DLEAs  
2 request counterdrug support from the Department of Defense, detailed information on  
3 planning counterdrug operations, and other aspects of counterdrug operations.

4  
5 c. **Combatting Terrorism.** Although this is one type of MOOTW (as is DSO), the  
6 **military can have a significant role in assisting civilian LEAs with their combatting**  
7 **terrorism programs.** JP 3-07, *Joint Doctrine for Military Operations Other Than War*,  
8 provides the doctrinal basis, and JP 3-07.2, *Joint Tactics, Techniques, and Procedures for*  
9 *Antiterrorism*, outlines specifics on how the military conducts its own activities. **The**  
10 **Department of Defense is not the lead agency for combatting terrorism**, although at times  
11 the Department of Defense is responsible for providing technical assistance or forces when  
12 directed or requested by the lead agency. Specific DOD offices and agencies have been  
13 assigned specific responsibilities pertaining to combatting terrorism. When the military  
14 instrument of national power is appropriately tasked to assist civilian LEAs in combatting  
15 terrorism, the following information applies.

- 16  
17 • **Antiterrorism.** Antiterrorism includes **defensive measures used to reduce the**  
18 **vulnerability of individuals and property to terrorist acts**, to include limited response  
19 and containment of a terrorist incident involving DOD personnel and facilities. It is an  
20 element of a broader concept called force protection. **Force protection is a security**  
21 **program designed to protect military forces, civilian employees, family members,**  
22 **facilities, and equipment in all locations and situations.** This is accomplished through  
23 planned and integrated application of combatting terrorism, physical security, operations

1 security, and personal protective services, supported by intelligence, counterintelligence,  
2 and other security programs. Civilian authorities can and do receive antiterrorism support  
3 from DOD assets.

4  
5 Refer to JP 3-07.2, *Joint Tactics, Techniques, and Procedures for Antiterrorism*, for further  
6 information concerning antiterrorism.

- 7
- 8 • **Counterterrorism.** Counterterrorism includes “offensive measures taken to prevent,  
9 **deter, and respond to terrorism.**” Sensitive and compartmented counterterrorism  
10 programs are addressed in relevant national security decision directives, Presidential  
11 Decision Directive 39, *US Policy on Counterterrorism*, national security directives,  
12 contingency plans, and other relevant classified documents. Military resources include  
13 barrier materials, smoke and obscurants, body armor, protective masks and clothing,  
14 communications equipment with operating personnel, firefighting equipment with  
15 operating personnel, explosive detection dog teams, arms, ammunition, combat tactical  
16 vehicles, vessels, aircraft with operating personnel, and EOD assets.

- 17
- 18 •• **Department of Justice.** DOJ, through the FBI, is the **LFA for crisis management**  
19 **involving terrorist incidents that occur in the United States** (including military  
20 installations), its territories or possessions, and in its territorial waters.

- 21
- 22 •• **Department of Defense.** When specifically authorized by the President and  
23 Secretary of Defense, **DOD components can respond to and support requests from**

1     **the FBI for military resources in combatting terrorism.** Assistance may include  
2     material and facilities support and technical personnel in an advisory capacity. C2 of  
3     military personnel always remain with their military chain of command. DOD resources  
4     may be provided only upon request of the FBI Director, or the senior FBI official at the  
5     scene of a terrorist incident. According to DODD 5525.5, *DOD Cooperation with*  
6     *Civilian Law Enforcement Officials*, commanders forward requests for resources not  
7     based on actual or imminent terrorist incidents — for example, requests for training or  
8     long-term equipment loans — to the Department of Defense for processing.

9  
10    **d. General Support**

11  
12    • **Training Civilian Law Enforcement Agencies.** The Military Departments and defense  
13    agencies may provide **training to federal, state, and local civilian law enforcement**  
14    **officials.** Such assistance may include training in the operation and maintenance of  
15    equipment made available. This ordinarily **does not include large scale or elaborate**  
16    **training,** or regular or direct involvement of military personnel in activities that are  
17    fundamentally civilian law enforcement operations, except as otherwise authorized in  
18    DODD 5525.5, *DOD Cooperation with Civilian Law Enforcement Officials*. Training of  
19    federal, state, and local civilian law enforcement officials is provided under the following  
20    guidance.

21  
22    •• This assistance is normally limited to situations **when the use of non-DOD**  
23    **personnel would be infeasible or impractical** from a cost or time perspective and

1 would not otherwise compromise national security or military preparedness concerns.

2  
3 •• Such assistance **may not involve DOD personnel in a direct role in a law**  
4 **enforcement operation**, except as otherwise authorized by law.

5  
6 •• Except as otherwise authorized by law, the performance of such assistance by DOD  
7 personnel is at a location where there is **not a reasonable likelihood of a law**  
8 **enforcement confrontation**.

9  
10 •• Military Departments and defense agencies may provide **expert advice** to federal,  
11 state, or local law enforcement officials in accordance with 10 USC 373, *Training and*  
12 *Advising Civilian Law Enforcement Officials*.

13  
14 • Critical Asset Assurance. A DOD critical asset is a non-DOD industrial or infrastructure  
15 asset or nonphysical information network or resource owned in all cases by a civil  
16 department or agency or the private sector. Military facilities are not DOD key assets  
17 except for government-owned contractor-operated facilities whose physical security is the  
18 sole responsibility of the contractor.

19  
20 •• DODD 5160.54, *Critical Asset Assurance Program*, governs DOD key asset  
21 protection activities by the Military Departments and defense agencies. **The directive**  
22 **supports USG policy in the following manner.** (1) It requires flexible and dynamic  
23 development and exercising of executable contingency plans for physical security

1 measures. This applies to selected DOD critical assets under a full spectrum of  
2 emergency conditions, including known and anticipated physical threats. (2) It  
3 recognizes that the responsibility to protect DOD critical assets and for structuring their  
4 physical security rests primarily with the resource owner and with local, state, and federal  
5 law enforcement authorities. (3) It recognizes that specific emergency measures to  
6 protect DOD critical assets can be taken by the National Guard forces of the states and  
7 territories. This can be accomplished under orders from the governors and direction of  
8 the SECARMY, as DOD executive agent for MSCA and MACDIS, under some  
9 emergency conditions other than war or a Presidential declaration of a national  
10 emergency.

11  
12 **•• The primary emphasis of DOD critical asset assurance is to facilitate generic**  
13 **planning with broad application**, as opposed to specific planning with a narrow focus,  
14 and exercising by the STARCs of the National Guard. This emphasis helps the state use  
15 its scarce military resources more efficiently during a time of crisis. Further, it reduces  
16 the amount of time and money required to develop plans for each asset. DODD 5160.54,  
17 *Critical Asset Assurance Program*, provides specific direction.

- 18  
19 • Explosive Ordnance Disposal Support. EOD's mission in DSO is to assist in  
20 maintaining public safety and LEAs in developing a capability to deal with an improvised  
21 explosive device (IED) threat and, when necessary, to provide EOD service in the interest  
22 of public safety. EOD personnel do not participate in bomb search operations (although  
23 there are exceptions for support to the USSS and for certain assistance rendered to law.

1 Refer to JP 3-07.2, *Joint Tactics, Techniques, and Procedures for Antiterrorism*, Appendix  
2 K for specific bomb search procedures.

3  
4 **•• EOD personnel respond to neutralize a suspected or actual device when it has**  
5 **been located** and when the responsible agency has no EOD capability or its capability is  
6 overextended. EOD personnel do not normally respond to incidents involving  
7 commercial explosives or chemicals, but may be authorized to provide technical  
8 assistance to preserve life or prevent severe property damage. **EOD personnel train**  
9 **military personnel and civil authorities in:** (1) Reconnoitering explosive ordnance;  
10 (2) Responding to bombings and sabotage; (3) Combatting bombings and sabotage; and  
11 (4) Identifying the dangers of ordnance.

12  
13 **•• EOD personnel provide protective support to the USSS and DOS for very**  
14 **important persons (VIPs).** The SECARMY, through DOMS, is responsible worldwide  
15 for direct receipt, approval, coordination, and tasking of USSS and DOS requests for  
16 routine reimbursable and nonreimbursable EOD protective support. As the designated  
17 operating agent acting on behalf of the DOD executive agent, USCINJFCOM employs  
18 assets from the military Services and combatant commands to execute routine EOD VIP  
19 protective support. See DODD 3025.13, *Employment of DOD Resources in Support of*  
20 *the US Secret Service*, and DODI 5030.34, *Agreement Between the United States Secret*  
21 *Service and the Department of Defense Concerning Protection of the President and*  
22 *Other Officials*, for details. **EOD personnel perform the following activities during**  
23 **protective support missions:** (1) When requested, conduct area surveys, assist in

1 establishing IED evacuation routes, clear protected person routes, and coordinate a  
2 standby location to be immediately available for emergency response; and (2) recommend  
3 proper actions regarding handling of IED incidents.

## 5 **5. Planning Considerations**

7 In planning military support to LEAs, planners should give special consideration to  
8 **intelligence, communications, ROE, and logistics.**

10 a. **Intelligence.** Military Departments and defense agencies are **encouraged to provide to**  
11 **federal, state, or local civilian law enforcement officials any information collected** during  
12 the normal course of military operations that may be **relevant to a violation of any federal**  
13 **or state law** within the jurisdiction of such officials. Military intelligence will comply with  
14 DODD 5240.1, *DOD Intelligence Activities*, when collecting and disseminating information  
15 US persons.

- 17 • When planning and executing compatible military training and operations, planners may  
18 consider the needs of civilian law enforcement officials for information when the  
19 collection of such information is an incidental aspect of training performed for a military  
20 purpose. Planners may consider the needs of civilian law enforcement officials when  
21 scheduling routine training missions. Planners may not plan or create missions or  
22 provide training for the primary purpose of aiding civilian law enforcement officials.  
23 They also may not conduct training or missions to routinely collect information about US

1 citizens.

- 2
- 3 • **Local law enforcement agents may accompany routinely scheduled training flights as**  
4 **observers to collect law enforcement information.** This provision does not authorize the use  
5 of DOD aircraft to provide point-to-point transportation and training flights for civilian law  
6 enforcement officials. Such assistance may be provided only in accordance with DOD  
7 Regulation 4515.13-R, *Air Transportation Availability*. Assistance may not include or permit  
8 direct participation by a Service member in the interdiction of a vessel, aircraft, or land vehicle or  
9 search, seizure, arrest, or other similar activity unless such participation is otherwise authorized  
10 by law.

- 11
- 12 • **Significant limitations apply under the law to gathering of information by the**  
13 **military in domestic situations.** Commanders ensure that all requests for information,  
14 both before and during a domestic emergency, comply with applicable laws and are  
15 handled in appropriate military channels.

- 16
- 17 • Specifically, commanders should ensure that intelligence support missions, other than  
18 normal liaison with civilian LEAs for force protection, are **coordinated with and**  
19 **approved by appropriate authorities** as delineated by DODD 5240.1, *DOD*  
20 *Intelligence Activities*.

- 21
- 22 • In the case of **attacks against military and civilian information systems through the**  
23 **internet**, the military may provide assistance to LEAs when detection of intrusions

occurs as collateral information obtained in conjunction with information protection programs.

b. **Communications.** Communications planners from both the supported LEAs and the military forces providing support should be involved during the initial stages of the planning process. Frequency clearances are usually required in the area of support, just as in any other military operation. **Means of assuring communications requiring planning and resolution of funding may include:**

- Use of LEA radios by military personnel supporting the operation.
- Use of military radios by LEA officers.
- Development of a communications plan that provides connectivity among LEAs and military personnel.
- Use of cellular phones and pagers as reliable tools to improve communications. Use of cellular phones and mobile radios minimizes frequency allocation problems and increases the potential for interoperability.

c. **Logistics.** Logistic support for military support to LEAs is similar to logistic support for MACA.

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## CHAPTER IV

### SUPPORT TO INCIDENTS INVOLVING CHEMICAL, BIOLOGICAL, RADIOLOGICAL, NUCLEAR, AND HIGH YIELD EXPLOSIVES

*“The United States shall give the highest priority to developing capabilities to detect, prevent, defeat and manage the consequences of nuclear, biological or chemical materials or weapons used by terrorists.”*

**PDD-39, United States Policy on Counterterrorism**

#### 1. Overview

a. DOD support to domestic consequences of CBRNE incidents is the provision of **specialized assistance to respond to a terrorist threat** or incident involving the functioning or dispersal of a CBRNE within CONUS, the Commonwealth of Puerto Rico, the US Virgin Islands, Alaska, Hawaii, Guam, American Samoa, the former trust Territory of the Pacific Islands, the Commonwealth of the Northern Mariana Islands, the Federated States of Micronesia, the Republic of the Marshall Islands, or any political subdivision thereof.

b. Supporting incidents involving CBRNEs may take many forms, to include missions associated with crisis and consequence management. **This chapter will focus only on the aspects of CM during an incident involving a CBRNE.** Chapter III, “Military Support to Law Enforcement Agencies,” will discuss the military’s role in crisis management.

c. There are numerous **laws, orders, and directives** that govern the military’s support to incidents of CBRNEs. The most significant ones pertaining to CM of a CBRNE event are

discussed below.

- The **Stafford Disaster Relief and Emergency Assistance Act** provides the authority for the Federal Government to respond to disasters and emergencies in order to save lives and protect public health, safety, and property.

- **Presidential Decision Directive 39 (PDD-39).** In June 1995, the White House issued PDD-39, *United States Policy on Counterterrorism*, (S). PDD-39 directed a number of measures to **reduce the Nation’s vulnerability to terrorism, deter and respond to terrorist acts, and strengthen capabilities to prevent and manage the consequences of terrorist use of NBC weapons, including CBRNEs.** This directive was revalidated in May 1998 by PDD-62, *Protection Against Unconventional Threats to the Homeland and Americans Overseas*, (S). Both PDD-39 and PDD-62 discuss crisis and consequence management.

- **The Defense Against Weapons of Mass Destruction Act of 1996**, also known as the Nunn-Lugar-Domenici Amendment, mandates the **enhancement of domestic preparedness and response capability** for terrorist attacks involving nuclear, radiological, biological, and chemical weapons.

- **The Federal Response Plan** outlines Federal (including DOD) responsibilities and provides the framework for coordinating civil-military requirements. For more details, see Chapter II, “Domestic Relief Operations.”

c. A CBRNE event is defined as a deliberate or unintentional event involving a nuclear, biological, chemical, or radiological weapon or device, or large conventional explosive, that produces catastrophic loss of life or property. A large explosive event is also considered a CBRNE event because initially the cause of the explosion has not been determined and the resulting damaged site may contain a radiological, biological, or chemical agent.

d. DOD support to **crisis management involving the employment of a CBRNE event** includes **measures to identify, acquire, and employ resources to anticipate, prevent and/or resolve a threat or act of terrorism in support of the LFA**. This is discussed in greater detail in Chapter III, “Military Support to Law Enforcement Agencies.”

e. DOD support to **CM involving the employment of a CBRNE** comprises USG interagency assistance to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of a CBRNE accident or incident. Local and state governments have primary authority to respond to the consequences of terrorism; the Federal Government provides assistance as required. The three tiers of CM response are shown in Figure IV-1.

## 2. Types of Incidents

All five classes of CBRNEs — **nuclear, radiological, biological, chemical, and high-yield explosives** — are available to terrorists. Without state sponsorship, nuclear weapons are probably the least likely of the three. However, chemical and biological weapons,

1 sometimes referred to as the “poor man’s nuclear weapons,” pose a significant threat in the  
2 post-Cold War environment. The relative low cost and simplicity of their design and  
3 technology, in comparison to nuclear weapons, make them choice CBRNEs for a variety of  
4 rogue states and terrorist organizations. This threat has been made all the more tangible by  
5 the use of a chemical agent in the Tokyo subway, and allegations over Iraq’s development of  
6 chemical and biological weapons as well as that country’s actual use of chemical weapons in  
7 combat operations.

8  
9 a. **Nuclear.** A nuclear device requires considerable technology, infrastructure, and  
10 scientific knowledge to build. A nuclear detonation produces its damaging effects through  
11 **blast, thermal energy, and radiation.** Radiation includes initial radiation that directly  
12 injures humans and other forms of life, electromagnetic pulse that directly damage a variety  
13 of electrical and electronic equipment, and residual radiation directly induced and spread by  
14 fallout that may remain at lethal levels for extended periods of time. The purpose is to kill  
15 and terrorize people and, even more importantly, to contaminate terrain and materials for an  
16 indefinite period.

17  
18 b. **Radiological.** Devices that are able to disperse radioactive material over a large area  
19 require less technological knowledge and capability, and are a more feasible weapon to be  
20 used by terrorists. The purpose is to **kill and terrorize people and, even more importantly,**  
21 **to contaminate terrain and material for an indefinite period.** Many technical items of  
22 equipment have high-energy or radiological sources that may accidentally or deliberately  
23 become radiation hazards. For example, communication and surveillance sites may have

1 known hazards around their equipment that result from high-energy transmissions. These  
2 transmissions can injure personnel, damage equipment, and cause avionic malfunctions.  
3 Additionally, medical radiation sources require precautions to avoid accidental or deliberate  
4 exposures. Terrorists can disperse radioactive material or employ radiological weapons.

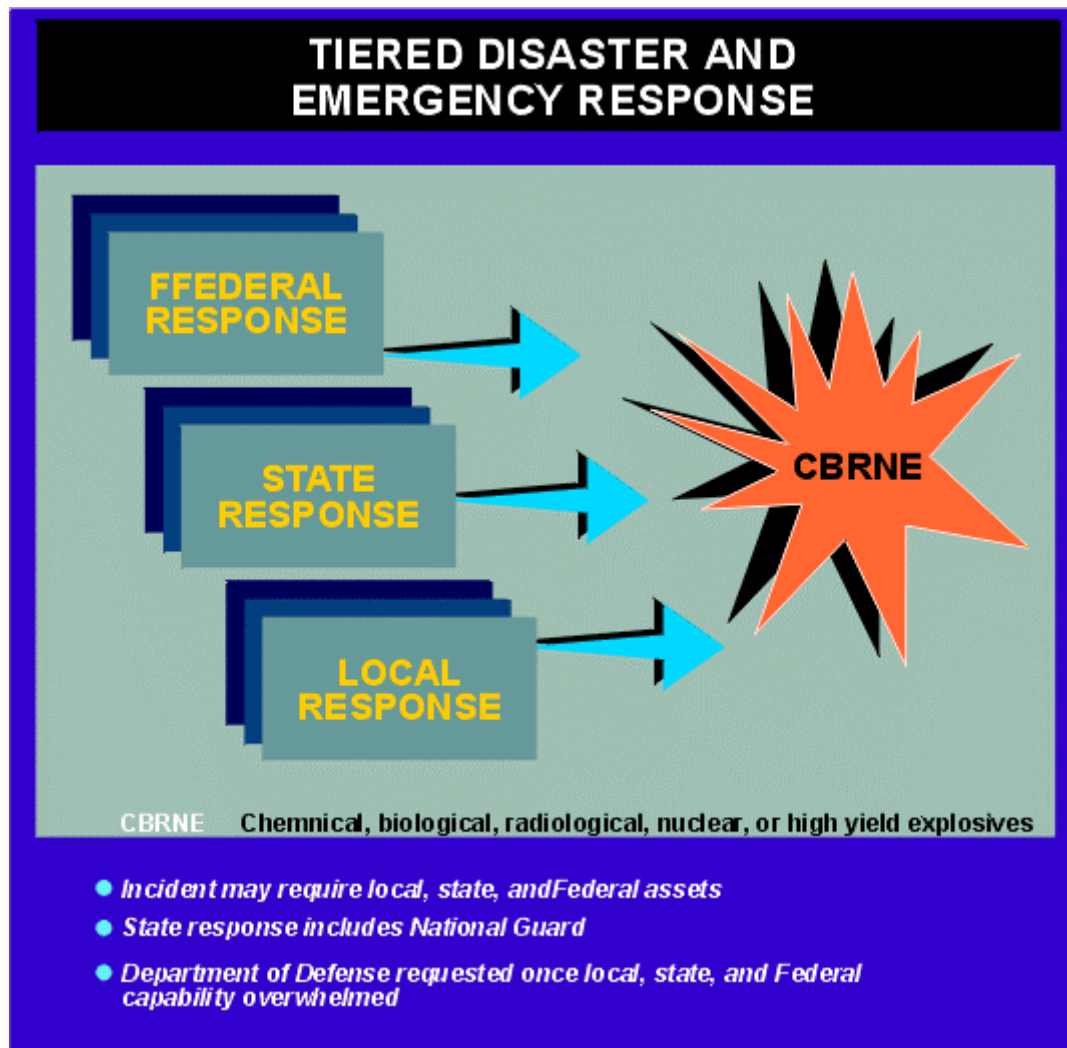


Figure IV-1. Tiered Disaster and Emergency Response

8 c. **Biological.** The technology to develop biological weapons is available at very little cost  
9 to terrorists. The ingredients to produce most of these weapons are simple to obtain and do  
10 not require elaborate laboratories; nor do terrorists need a large amount to achieve their

1 purpose. Long-term contamination of an area, through the resiliency of some types of spores,  
2 can allow terrorists to depart undetected prior to symptoms becoming evident. Without  
3 proper vaccination and effective medical intervention, the biological agent could inflict heavy  
4 casualties over a large area. A biological threat consists of biological material **planned to be**  
5 **deployed to produce casualties in personnel** or animals, or to damage plants or other  
6 material. Biological weapons may contain **bacteria, viruses, or toxins**.

7  
8 d. **Chemical.** A chemical agent is a chemical that is intended to kill, seriously injure, or  
9 incapacitate personnel through its physiological effects. Chemical agents can be either  
10 absorbed through the skin or inhaled. (For example, sarin is a particularly potent chemical  
11 agent, and death can occur within 15 minutes if a fatal dose is absorbed.) Chemical weapons  
12 may contain **nerve, incapacitating, blood, or choking agents**.

13  
14 See JP 3-11, *Joint Doctrine for Operations in Nuclear, Biological, and Chemical*  
15 *Environments*, for more information.

16  
17 e. **High Yield Explosives.** An HYE is any conventional weapon or device that is capable  
18 of a high order of destruction and/or of being used in such a manner as to kill large numbers  
19 of people. HYE, while conventional in nature, are capable of producing catastrophic loss of  
20 life and property. They are easy and cheap to produce, requiring only a fundamental  
21 knowledge of explosives. Terrorists may also use explosives to deliver other CBRNEs, or as  
22 a secondary device to inflict casualties on first responders and bystanders.

### 3. Legal Considerations

Use of DOD assets and resources in supporting the USG response to a domestic crisis is complex. It is intended to be this way in order to **prevent abuses of civil liberties and fundamental rights as set forth in the Constitution**. There are prescribed legislative processes that outline how DOD assets and resources can be used and when their use is appropriate. CBRNE operations involve a myriad of statutory, regulatory, and policy considerations. **The commander and the SJA must be knowledgeable concerning the authority and responsibility** of the Department of Defense as well as that of the various other Federal agencies. Inherent in this event are the relationships between local, state, and Federal authorities, as well as jurisdictional principles, security requirements, environmental requirements, and claims administration. The occurrence of a CBRNE incident will present a myriad of complex legal problems. Legal issues range from complex questions regarding jurisdiction and authority to exclude the general public from specific areas, to payment of simple personal property claims. The response force organization should include a legal element to advise and assist in resolving these issues. Specific tasks include the following.

a. **Advise** the commander and functional staff elements on any matters related to the incident.

b. **Organize and supervise** the legal functional element at the site of the accident, this may include establishing and operating a claims processing facility.

c. **Coordinate** technical legal matters with a higher authority, when required.

d. Coordinate legal issues with the principal legal advisors of other participating departments or agencies, as required.

e. Provide **legal advice** and assistance to other Federal officials, upon request.

f. Review proposed public statements for legal sufficiency and implications.

#### 4. Roles and Responsibilities

a. **DOJ and FBI.** PDD-39, *US Policy on Counterterrorism*, validates and reaffirms existing LFA responsibilities for counterterrorism, which are assigned to the DOJ and **delegated to the FBI, for threats or acts of terrorism within the United States.** It is FBI policy that crisis management will involve only those Federal agencies requested by the FBI to provide expert guidance and/or assistance, as described in PDD-39 and appropriate FBI contingency plans. If the threat involves CBRNEs, the FBI Director may recommend to the Attorney General, who notifies the President as warranted, of the need for assistance. The Attorney General may then decide to deploy a **domestic emergency support team (DEST)** under the leadership of the FBI. The mission of the DEST is to provide expert advice and assistance to the FBI on-scene commander (OSC) on the capabilities of the DEST agencies, and to coordinate the use of follow-on response assets. When deployed, the **DEST merges into the existing FBI Joint Operations Center** structure that has been activated in response

1 to the incident. Coordination procedures and the interagency organizational structure for the  
2 DEST are outlined in the PDD-39 (draft) Domestic Guidelines (classified).

3  
4 b. **FEMA.** FEMA is the **LFA for CM**, supported by all FRP signatories. The FRP  
5 establishes the architecture for a systematic, coordinated, and effective Federal response to  
6 emergencies and disasters. The Director FEMA is tasked in PDD-39 to ensure that the FRP  
7 is adequate for CM activities in response to terrorist attacks against large US populations,  
8 including those where CBRNE are involved. **FEMA, with the support of all agencies in**  
9 **the FRP, shall act in support of the FBI until such time as the Attorney General shall**  
10 **transfer the LFA role to FEMA.** FEMA coordinates the activities of Federal, State, and  
11 local agencies at the national level through the use of its Emergency Support Team and in the  
12 affected area with its Emergency Response Team. FEMA also ensures that State response  
13 plans and capabilities are adequate and tested.

- 14  
15 • **Federal Coordinating Officer.** An affected state or area receives federal assistance  
16 through FEMA and the FCO. **The FCO is the focal point for DOD liaison with FEMA**  
17 **during a disaster.** The FCO, as the FEMA director's personal on-scene representative,  
18 **coordinates all federal resources supporting local and state authorities in the**  
19 **assistance effort, works with the SCO to determine state requirements, and**  
20 **coordinates national-level issues with the catastrophic disaster response group, the**  
21 **national-level centralized coordinating group of representatives from the federal**  
22 **departments and agencies under the FRP.** Operating from a forward-deployed disaster  
23 field office collocated with or in close proximity to the state operations center, the FCO is

1 responsible for lateral coordination and support between ESF participants, as well as  
2 integration of the support of agencies that are not part of the FRP.

3  
4 **c. The Department of Energy** owns and operates a variety of radiological activities  
5 throughout the United States. With specialized deployable assets, DOE assists other Federal  
6 agencies responding to malevolent nuclear emergencies, incidents involving nuclear weapons  
7 not under DOE custody, incidents involving satellites containing radioactive sources, and  
8 other radiological incidents as appropriate.

9  
10 **d. Department of Health and Human Services.** In accordance with PDD-62,  
11 *Protection Against Unconventional Threats to the Homeland and Americans Overseas*,  
12 DHHS will be the lead agency to plan and to prepare for a national response to medical  
13 emergencies arising from the terrorist use of CBRNE. This department, with the support of  
14 other Federal agencies will:

- 15
- 16 • Provide enhanced local response capabilities through the development of metropolitan  
17 medical strike team systems;
  - 18
  - 19 • Develop and maintain the NDMS; including the National Medical Response Teams;
  - 20
  - 21 • Coordinate with the Department of Defense to ensure deployability of NDMS response  
22 teams, supplies, and equipment; and
- 23

- Coordinate with the Department of Veteran Affairs to ensure adequate stockpiles of antidotes and other necessary pharmaceuticals nationwide and the training of medical personnel in NDMS hospitals.

e. **Environmental Protection Agency.** The EPA will activate environmental response capabilities to support the Federal response to acts of CBRNE terrorism. The EPA establishes a coordinated response by Federal departments and agencies, state and local agencies, and private organizations to control oil and hazardous substance discharges or substantial threats of discharges. For **chemical incidents**, EPA's National Response Team can **identify, contain, clean-up, and dispose of chemical agents**. For **nuclear incidents**, EPA's radiological emergency response teams, radiation environmental laboratories, and environmental radiation ambient monitoring system will **monitor and assess radiation sources and provide protective action guidance**.

f. **The American Red Cross.** Although not an entity of the government, the ARC operates under a charter from Congress as America's official volunteer relief agency. In that capacity, the ARC has a major role in disaster assistance operations, and is designated in the FRP as the primary agent for **mass care**. Due to the general nature of its charter, ARC can provide support in environmental assistance, law enforcement, and selected community assistance operations.

g. **Department of Defense.** The Department of Defense possesses unique capabilities to assist the LFA in resolution of both the tactical crisis response and consequence management

1 aspects of a CBRNE threat or incident.

2

3 • Secretary of Defense/Assistant Secretary of Defense. The SecDef and the Assistant  
4 SecDef have the primary responsibility within the Department of Defense to provide the  
5 overall policy and oversight for CS in the event of a domestic CBRNE incident.

6

7 • Assistant Secretary of Defense for Special Operations/Low Intensity Conflict  
8 (ASD(SO/LIC)). Provides civilian oversight for all combatting terrorism and domestic  
9 CBRNE-CM activities. This includes direction and supervision for policy, program  
10 planning, execution, and allocation and use of resources for the Department of Defense.  
11 This includes policy oversight for military installations' first responders' CM  
12 preparedness. The ASD(SO/LIC) also represents the SecDef on all combatting terrorism  
13 matters, including CBRNE CM outside of the Department of Defense.

14

15 • **Chairman of the Joint Chiefs of Staff.** The Chairman is responsible for ensuring that  
16 plans are developed for preparing for and responding to CBRNE incidents in support of  
17 the LFA, FEMA. The Chairman also serves as the principal advisor to the SecDef and  
18 the President in preparing for and responding to a CBRNE incident. Any support that  
19 requires the deployment of forces or equipment assigned to a combatant commander by a  
20 SecDef Memorandum must be coordinated with the Chairman of the Joint Chiefs of  
21 Staff.

- 1     • **Joint Staff.** Most of the Joint Staff directors have specific domestic CM responsibilities  
2       within their functional area of expertise; however, the **Joint Staff Operations**  
3       **Directorate is the Joint Staff office of primary responsibility.**

- 5     • **Defense Threat Reduction Agency (DTRA).** DTRA is designed to **ensure US**  
6       **readiness and ability to respond to CBRNE threats.** It provides emergency response  
7       for matters involving CBRNE and radiological events. DTRA operates the DOD **Joint**  
8       **Nuclear Accident Coordination Center (JNACC)** in cooperation with DOE. The  
9       JNACC maintains current records reflecting the location and capability of specialized  
10      units and teams that can be used for a nuclear accident or attack response. It also can  
11      assist the DOD OSC at the incident site and the National Military Command Center in  
12      locating and dispatching required technical resources. DTRA maintains a deployable  
13      advisory team called the defense nuclear advisory team (DNAT). The DNAT assists the  
14      OSC in the management of nuclear related issues. This team is on-call 24 hours a day  
15      and can deploy within 6 hours of notification.

- 17    • Commander in Chief, United States Joint Forces Command. USJFCOM has numerous  
18      responsibilities in supporting the LFA, FEMA, in CBRNE CM. These include:

- 20      •• Developing supporting CM plans to provide supporting CM plans to provide  
21      military assistance to civil authorities in response to CBRNE situations within the 48  
22      contiguous states and the District.

1       •• Assuming the lead in exercising DOD domestic CBRNE CM activities.

2  
3       •• Execute joint training and exercises. The SecDef has designated USJFCOM as the  
4 executive agent for CM support to combatant command exercises.

5  
6       •• Coordinate the development of Universal Joint Task List tasks, conditions, and  
7 measures of effectiveness to reflect all aspects of domestic CBRNE CM operations.

8  
9       •• Identify, coordinate resourcing with Service executive agent, train and employ as  
10 directed JTF-CS.

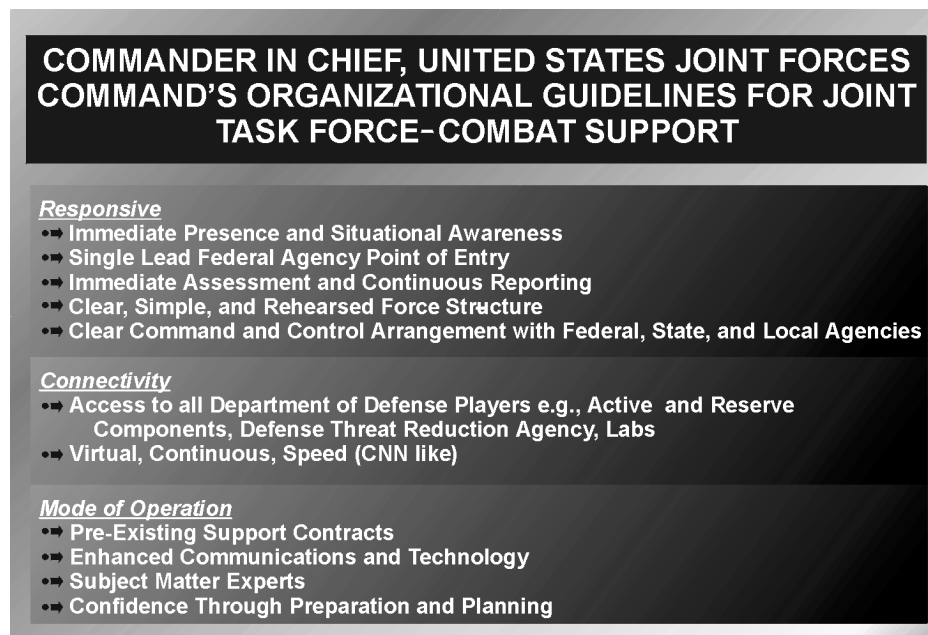
11  
12   • **Commander in Chief, United States Southern Command.** USCINCSO serves as  
13 **DOD principal planning agent and supported commander for CM operations** in the  
14 Commonwealth of Puerto Rico, the US Virgin Islands, and US territorial waters in the  
15 Gulf of Mexico, and validates all requests for military resources during CM in the  
16 USSOUTHCOM's AOR. Identifies an organic headquarters element to provide the  
17 initial incident response and serve as the C2 element for all subsequent DOD support in  
18 the USCINCSO AOR. As the supported commander, USCINCSO will exercise OPCON  
19 over JTF-CS or other designated forces for CM operations in its AOR.

20  
21   • **Commander in Chief, US Pacific Command.** USCINCPAC serves as the **DOD**  
22 **principal planning agent and supported commander for CM operations** in Alaska,  
23 Hawaii, Guam, American Samoa, the former trust Territory of the Pacific Islands, the

1 Commonwealth of the Northern Mariana Islands, the Federated States of Micronesia, and  
2 the Republic of the Marshall Islands. Identifies an organic headquarters element to  
3 provide the initial incident response and serve as the C2 element for all subsequent DOD  
4 support in the USPACOM AOR. USCINCPAC validates all requests for military  
5 resources during CM in the USPACOM's AOR. As the supported commander,  
6 USCINCSO will exercise OPCON over JTF-CS or other designated forces for CM  
7 operations in its AOR.

- 8
- 9 • **Joint Task Force Civil Support.** The JTF-CS is a standing JTF headquarters with an  
10 **operational level focus.** It is organized and trained for a flexible response based on the  
11 type of CBRNE incident (i.e., nuclear, radiological, biological, chemical, or HYE) and  
12 support requested by the LFA. Serves as the USJFCOM standing JTF headquarters for  
13 CBRNE CM within the US, its territories, and possessions. In this role, when directed by  
14 SecDef and the supported combatant commander, JTF-CS will take OPCON of DOD  
15 forces (less USSOCOM forces and USACE) in responding to CBRNE incidents in  
16 support of the LFA. When deployed, JTF-CS operates under the OPCON of the  
17 supported regional combatant commander. The JTF-CS will initially focus its efforts on  
18 incident assessment and rapid deployment of DOD capabilities to ensure efficient and  
19 synchronized support to LFA efforts. Once forces have arrived in the joint operations  
20 area, the focus will shift to fulfilling requests for assistance from the LFA and the OSC.  
21 The JTF-CS, located at Ft. Monroe, Virginia, is composed of personnel from the active  
22 components, Reserves, National Guard, government civilians, and contractors.

●● **The Defense Coordinating Officer.** The DCO is the DOD representative designated to coordinate on-scene activities with the FCO, typically a FEMA official. During a CBRNE incident, the DCO will be under the OPCON of CJTF-CS. The officer, normally an O-6 or above, will operate in the DFO in close coordination with the FCO. FEMA and other federal agency requests for support from the Department of Defense go through the DCO for validation and resourcing from appropriate military organizations. A multifunctional staff of military officers referred to as the **DCE may be established to assist the DCO.** The DCO validates requirements requested by the FCO, SCO, or ESF representatives before passing them to the ~~JTF-CS~~ DOD C2 headquarters at the incident. Requests for assistance are based on mission requirements, not requests for specific assets. The DCO's expertise and constant liaison with the FCO, local officials, other ESF managers, and the supporting JTF are critical to the effective coordination and integration of the federal and state disaster assistance efforts.



**Figure IV-2. Commander in Chief, United States Joint Forces Command's Organizational Guidelines for Joint Task Force Combat Support**

•• Available to the JTF-CS are ~~two~~ **RTFs**. RTF-East (**RTF-E**) is responsible for FEMA Regions I, II, III, IV, and V. RTF-West (**RTF-W**) is responsible for FEMA Regions VI, VII, VIII, IX, and X. Figure IV-3 illustrates these two different regions. If one of the RTFs is already committed and there is another CBRNE incident in that RTFs area of operations (AO) the other RTF may be activated to support the second incident.

•• RTF-E is made up of personnel from Headquarters, 1st Army, stationed at Ft Gillem, Georgia, and Ft Meade, Maryland. When directed, **the commander, RTF-E supports the LFA, assumes OPCON of designated DOD elements**, coordinates military support of CM operations, and redeploys when directed.



Figure IV-3. Response Task Forces by Region

1       ●● RTF-W is composed of personnel from 5th Army located at Ft Sam Houston, Texas.  
2       RTF-W supports the LFA, assumes OPCON of designated DOD elements, coordinates  
3       military support of CM operations, and redeploys when directed.

4  
5       ●● When directed, the RTFs will: (1) establish communications links; (2) establish a  
6       command post (CP) in the vicinity of the LFA CP; (3) receive DOD forces; (4) maintain  
7       OPCON of designated DOD forces; (5) establish liaison with JTF-CS; (6) respond to  
8       LFA requests for equipment and personnel; and (7) plan and execute support missions.

9  
10      ●● **The Chemical-Biological Rapid Response Team (C/B-RRT)** is a C2 element from  
11      the Soldier, Biological, and Chemical Command (SBCCOM) that, on order, deploys and  
12      **assists in the detection, neutralization, containment, dismantlement, and disposal of**  
13      **CBRNE components** containing chemical and/or related hazardous materials  
14      (HAZMAT) and assists first responders in dealing with potential CBRNE consequences.  
15      Additionally, it provides medical advice and support for patient decontamination, triage,  
16      transport and treatment as well as technical chemical-biological medical and non-medical  
17      advice. It will be under the OPCON of the supported combatant commander, joint  
18      special operations task force, JTF-CS, or RTF, as directed.

19  
20      ●● **Reserve Forces.** The National Defense Authorization Act of 1999 articulates the  
21      expanded use of reserves in the conduct of domestic support operations involving the  
22      threat or use of CBRNE. Details are also outlined in the Presidential Reserve Call-up  
23      provisions in Section 12304b of Title 10 and allow the mobilization of individuals and

units of reserve forces in response to CM operations. A wide array of reserve forces have subsequently been identified to provide support. Examples include: Army Reserve chemical reconnaissance units, Army and Air Force Reserve decontamination units, Service reserve medical units, and a wide variety of combat support units. Once activated, CINCUSJFCOM has combatant command (COCOM) of reserve forces conducting CM operations in the continental United States. The Commander, Joint Task Force-Civil Support (JTF-CS) will likely have operational control (OPCON) of reserve forces performing these missions.

- There are numerous other units and organizations within the Department of Defense (and more specifically within each of the Services including USCG) that can provide technical support and assistance for CBRNE incidents.

*See Appendix B, "DOD Capabilities for CBRNE Consequence Management."*

#### **h. State Governments**

- Each state has an emergency management state office that coordinates emergency preparedness planning, conducts emergency preparedness training and exercises, and serves as the coordinating agency for the Governor in an emergency. Generally, these state offices are either organized as an independent office under the Governor or aligned under TAG or the state police. As such, the senior official in charge of emergency services varies by state. In some states TAG is the senior official, while in other states it

1 is the director of their emergency management state office.

2

3 • **State Coordinating Officer.** As the **governor's representative**, the SCO is responsible

4 for **emergency management, disaster response, and recovery activities**. The SCO is

5 the primary point of contact for the FCO in facilitating disaster assistance. The **STARCs**

6 **of the National Guard** develop disaster emergency plans in coordination with other state

7 and local agencies. The STARC establish necessary liaison to coordinate and effectively

8 manage local, state, and Federal activities. The STARC can assist Federal forces with

9 contracting support as well as logistic support from National Guard resources not

10 otherwise committed.

11

12 • **National Guard (NG).** The NG, in state status, is the Governor's **primary military**

13 **response** organization for CBRNE incidents. When necessary, Governors may borrow

14 NG forces from other governors. The state NG responds under the Governor's control,

15 rather than DOD control, and does so in accordance with state laws. However, if the NG

16 is federalized by order of the President, it responds under the same limitations and C2

17 arrangements as active component military organizations.



Figure IV-4. Weapons of Mass Destruction Civil Support Teams

- National Guard WMD Civil Support Teams (WMD-CSTs).** The WMD-CSTs are potentially the first military responders. They consist of Title 32 Active Guard Reserve soldiers and airmen sub-organized into six sections. Figure IV-4 describes the organization. The **mission of the WMD-CST is to deploy to an incident site to assess a suspected NBC or radiological event in support of a local incident commander (e.g., fire chief, police chief).** Also, these teams advise civilian responders regarding appropriate action and facilitate requests for assistance to expedite arrival of additional state and federal assets to help save lives, prevent human suffering, and mitigate greater property damage. The teams are geographically and strategically located within the 10 FEMA

1 regions. **When responding to a domestic support request, the WMD-CST will remain**  
2 **under military control.** The teams, as NG assets, have a state mission, and based on their  
3 capability to be called to Federal service, also have a Federal mission. The WMD-CST is  
4 designed for domestic CM and may be deployed as a state asset along with other NG units  
5 without DOD authorization. If responding in a Title 32 status, the team will remain under the  
6 control of their state adjutant general. Each state has laws and regulations regarding the  
7 deployment of soldiers in a “state active duty” status. WMD-CST commanders are required to  
8 coordinate with their respective state’s POMSO for information regarding the aspects of “state  
9 active duty.” Once federalized, these teams may be deployed as an element of JTF-CS in  
10 support of an LFA during a CBRNE terrorist incident.

11  
12 i. **Local Governments.** The local communities have the **first responders. These local**  
13 **responders are the true source of help and hope for victims of a CBRNE incident.**  
14 These first responders include fire, police, emergency medical services (EMS), and  
15 HAZMAT units. In most cases it will most likely be the local fire chief, police chief, or some  
16 other local official who will be the OSC. Effective local response depends on the  
17 coordinated efforts of various departments and agencies, and may involve assets from  
18 surrounding communities. The local government has the responsibility to:

- 19  
20 • Provide first response (911 dispatch of police, fire, EMS, or others);  
21  
22 • Establish an incident command;  
23

- 1     • Warn and evacuate citizens;
- 2
- 3     • Assess situation to identify operational requirements;
- 4
- 5     • Determine if requirements exceed local capabilities; and
- 6
- 7     • Request mutual support and/or State assistance.
- 8

## 9     **5. Command and Control**

- 10
- 11     a. C2 relationships in CM incidents or operations may be tailored to a particular situation.

12     **Command relationships always begin with the NCA.** -The LFA for consequence  
13     management is FEMA, with the Department of Defense acting as a support agency. The-DOJ  
14     through the FBI acts as the LFA for crisis management, with the Department of Defense  
15     acting as a support agency.

- 16
- 17     b. Once the NCA has authorized Federal support and the Department of Defense is in  
18     support of CM operations, **FEMA requests emergency support** through DOMS. DOMS  
19     will then pass coordination to the Joint Staff. **The Joint Staff develops plans and orders**  
20     for approval by the SecDef through ASD (SOLIC). The SecDef issues orders through the  
21     Chairman of the Joint Staff to USCINCFCOM. USCINCFCOM deploys a C2 headquarters  
22     which ~~and~~ operates under the supported commander's control until termination of CM  
23     operations. **The supported unified combatant commander will also deploy the DCO to**

1 **coordinate military support within the DFO.**

2

3 **c. Command Relationships.** The SecDef review of military assistance to civil authorities

4 clearly establishes an integrated DOD response mechanism to support a Federal response to any

5 domestic terrorism incident. Depending on the phase of the crisis, the Department of Defense,

6 through the supported commander, will provide assistance to the DOJ or FEMA, as appropriate.

7 For terrorist incidents involving DOE or Nuclear Regulatory Commission (NRC) nuclear facilities

8 or nuclear weapons under DOE custody, the supported commander may provide assistance to the

9 DOE or NRC during certain phases of the CM response. DOD crisis management response is

10 provided through the national interagency terrorism response system. The SecDef, through the

11 Chairman of the Joint Staff, is the **approval authority for all DOD assistance to CBRNE CM.**

12 The CJCS assists the Secretary of Defense for crisis management through the Joint Staff. DOD

13 CM forces are employed under the OPCON of CINCUSJFCOM. A diagram of the command and

14 interagency relationships is shown in Figure IV-5.

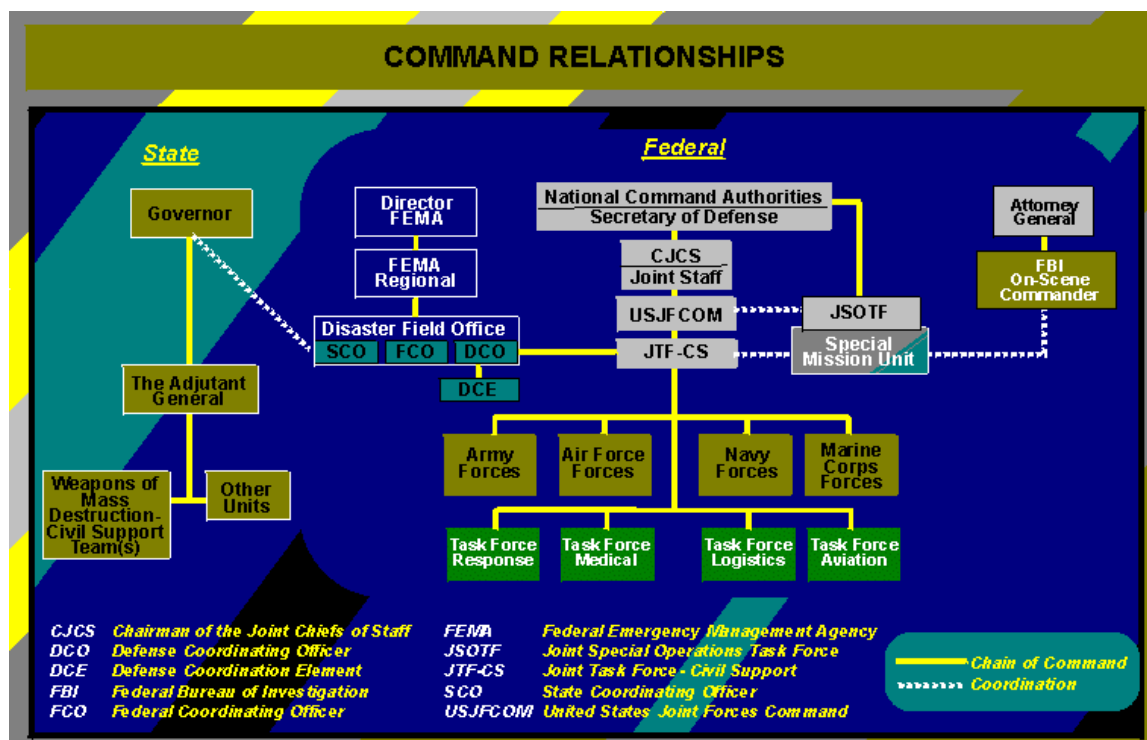


Figure IV-5. Command Relationships

#### d. Joint Task Force-Civil Support

- The JTF-CS will be established and will most likely be organized on a functional basis.

USCINCFJFCOM will exercise COCOM over the JTF-CS. An example of the headquarters for JTF-CS is provided at Figure IV-6.

- Once approval has been granted, the JTF-CS will send an **advance survey party** to the incident to conduct a site survey to facilitate the deployment of JTF-CS and follow-on DOD forces in support of the LFA. Depending on the size of the CBRNE incident and the site survey the JTF-CS may:

- Stay at its home station and provide support to an RTF as required;
- Augment an RTF with personnel and equipment as required; or
- Deploy forward to the incident site with the full staff and, if necessary, receive pre-identified augmentation.

e. **Response Task Force**

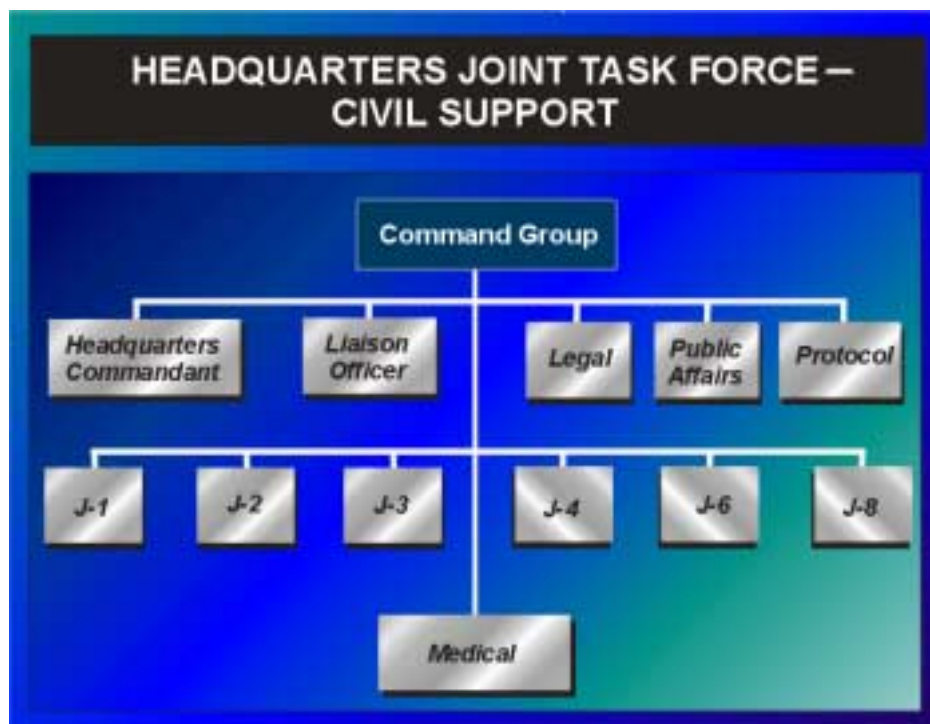


Figure IV-6. Headquarters Joint Task Force-Civil Support

- The RTFs are not force providers, but rather are C2 elements that could receive OPCON of DOD forces and exercise C2 of these assets in support of the LFA as it responds to a

1 CBRNE incident. An example of a headquarters for a RTF is shown at Figure IV-7.

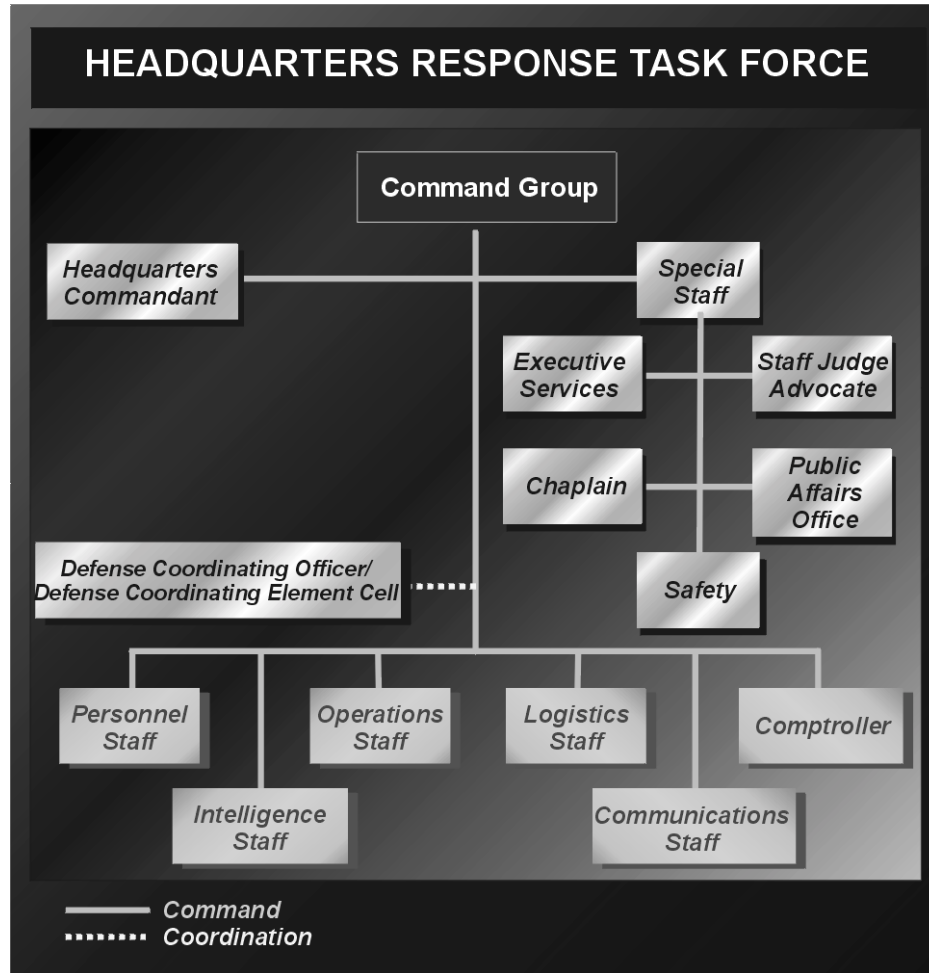


Figure IV-7. Headquarters Response Task Force

- **Structure of Subordinate Units.** The type and size of the CBRNE incident will dictate what type of forces will be necessary. The JTF-CS and/or RTF commander should task-organize elements to best accomplish the mission.

## 6. Concept of Operational Support

### a. Phase I (Initial DOD Response)

- 1 • To respond to a CBRNE threat or incident, the **United States requires a rapid and**  
2 **decisive capability to protect Americans, defeat or arrest terrorists, respond against**  
3 **terrorist sponsors, and provide relief to the victims of terrorists.** The goal during the  
4 initial response phase of an incident is to terminate terrorist attacks so that the terrorists  
5 do not accomplish their objectives or maintain their freedom, while seeking to minimize  
6 damage and loss of life and provide emergency assistance. When the FBI determines that  
7 a credible threat exists, the FBI may request deployment of an interagency DEST in order  
8 to assess the situation, to advise the FBI on capabilities of the DEST member agencies,  
9 and to coordinate the deployment of follow-on assets. A DEST is provided for domestic  
10 incidents. DEST membership will be limited to those agencies required to respond to the  
11 specific incident.  
12  
13 • The Department of Defense has significant capabilities to provide technical assistance  
14 to the on-scene tactical commander in resolving a terrorist threat upon decision by the  
15 NCA. DOD personnel may participate as members of the DEST. If directed, the  
16 Department of Defense provides assets with which to support CM efforts in any type of  
17 terrorist incident.  
18  
19 • The first military CM responders to a CBRNE incident will most likely be the NG, in  
20 state status, under the control of the affected Governor. These forces include the WMD-  
21 CSTs that provide support in each of the 10 FEMA regions.  
22  
23

1     • **Immediate Response Authority.** When extremely serious conditions resulting from a  
2     CBRNE terrorist incident exist, and time does not permit prior approval from higher  
3     headquarters, local military commanders and responsible officials of other DOD  
4     components are authorized to take all necessary actions to respond to requests of civil  
5     authorities to the extent required to save lives, prevent human suffering, or mitigate great  
6     property damage under imminently serious conditions. Any commander or official acting  
7     under immediate response authority shall **advise the DOD Executive Secretary**  
8     ~~executive agent~~ **through command channels, by the most expeditious means**  
9     **available, and shall seek approval or additional authorizations as needed.** Upon  
10    activation of the Presidentially-approved federal response, the local military commander  
11    will fall into the federal response.

12  
13   b. **Phase II (Subsequent DOD Response).** The level and type of subsequent DOD  
14   assistance will be determined by the type, severity, and location of the incident as well as  
15   local and state capabilities and requests for assistance. Depending on NCA guidance, the  
16   supported geographic commander must be prepared to flow assigned and available assets to  
17   an incident site to provide assistance. CINCUSJFCOM's deployed C2 headquarters will  
18   manage many of these assets.

19  
20   c. **Phase III (Follow-on DOD Assistance).** Depending on NCA guidance, and consistent  
21   with the tasking in the JSCP, CINCUSJFCOM will provide specialized CONUS based forces  
22   to augment the supported geographic CINC's committed resources. These forces will include  
23   CONUS active duty units and reserve chemical and decontamination units in addition to the

units listed in Appendix B, “DOD Capabilities for CBRNE Consequence Management.”

d. **Phase IV (Transition of Support Operations).** Planning for transition of support operations begins as soon as possible following the commencement of the initial response. The purpose is to set up the conditions for termination of military support and transferring of support responsibilities to another Federal agency, the State, or local government authorities. Transfer is subject to approval by the appropriate LFA, either the FBI for crisis management or FEMA for CM. Endstate conditions are objective criteria and can be defined by a functional task or geographic responsibility. Transfer of support responsibilities should be completed as soon as the endstate conditions are met. The transition contract should establish “not later than” times with officials that are keyed to major events.

e. **Phase V (Redeployment).** Following the transition of support operations, DOD CM forces will be redeployed in accordance with supported geographic commander guidance. Redeployment may be incremental in nature.

## 7. Planning Considerations

No single agency at the local, state, Federal or private level possesses the authority and expertise to act unilaterally on many difficult issues that may arise in response to threats or acts of terrorism where CBRNEs are involved. An act of terrorism (particularly an act directed against a large population center within the United States) involving CBRNEs may produce major consequences that could almost immediately overwhelm the capabilities of

1 many local and state governments. Planning and coordination by all three levels of  
2 government needs to be proactive and should be accomplished prior to an incident in order to  
3 mitigate suffering and restore essential government services. Planners must identify critical  
4 or key issues unique to CM operations. Special planning considerations are shown in Figure  
5 IV-8.

6  
7 a. **Damage and Injury Profile.** Assess what the damage is and what the casualty  
8 estimates are.

9  
10 b. **Information and Planning.** Coordinate the overall information activities by collecting,  
11 processing, and disseminating information about the CBRNE incident to facilitate the overall  
12 response activities. One team or section should provide an initial assessment of disaster  
13 impacts, including the identification of boundaries of the affected area and distribution; type  
14 and severity of damages, including the status of critical facilities; and how the PA and media  
15 will be handled.

16  
17 c. **Site Containment.** Establish or know where perimeters have already been set up.  
18 Although commanders must be extremely cautious in order to respect civil liberties, and  
19 cannot enforce quarantines except under extremely limited circumstances (such as when the  
20 President invokes his authorities under the Insurrection Act), planning should include  
21 consideration of measures to clearly define the perimeters of the contamination site to, if  
22 directed by proper authority, (1) prevent persons not properly protected from entering the  
23 site, or (2) contaminated persons from departing the site and spreading the contamination.

1     d. **Decontamination.** At every incident involving HAZMAT, there is the possibility that  
2     personnel, their equipment, and members of the general public will become contaminated.  
3     The entire process of decontamination should be directed toward confinement of the  
4     contaminant within the containment area, sometimes called the “hot zone,” and the  
5     decontamination corridor to maintain the safety and health of response personnel and the  
6     general public. The determination of proper decontamination methods and procedures needs  
7     to be considered prior to any response personnel entering the contaminated site.

8  
9     e. **Evacuation.** There are three basic modes of evacuating casualties (personnel, ground  
10    vehicles, and aircraft.) If working in a contaminated area, personnel will need to wear  
11    cumbersome individual protective equipment under mission-oriented protective posture  
12    (MOPP) conditions. This additional clothing and equipment, combined with the climate,  
13    increased workloads, and fatigue, will greatly reduce personnel effectiveness and  
14    consequently hamper casualty evacuation.

15  
16    f. **Identify Assets to Include Augmentation.** Once on-scene, JTF-CS can better assess the  
17    situation and identify the type of organizations that will be necessary. They must have a  
18    “reach back” capability in order to contact specific units to provide the required support.  
19    This is illustrated in Figure IV-9.



Figure IV-8. Planning Considerations

g. **NBC Reconnaissance.** Provide NBC reconnaissance, which includes search, survey, surveillance, and samplings. A team should:

- Conduct **searches** to obtain significant information about the NBC condition of routes, areas, and zones;
- Conduct **surveys** to collect detailed information of NBC contamination hazards and determine the type of contamination and the boundaries of the affected area; and
- Conduct **surveillance** to provide an early warning. This also includes sampling to provide physical evidence of NBC attacks and technical intelligence concerning NBC weapons systems.

h. **CBRNE Disposition.** Determine what type of weapon is involved. If the military has been tasked, be prepared to dispose of the weapon, or provide assistance as required to the

agency that has been tasked to dispose the weapon. If tasked, determine what type of unit is best capable of accomplishing that task.

i. **Mass Care.** Provide shelter, feeding, emergency first aid, and bulk distribution of emergency relief supplies. Specific tasks and capabilities should include the following.

- **Shelter.** The use of emergency shelter for disaster victims include the pre-identified shelter sites in existing structures, creation of temporary facilities such as tent cities, or the temporary construction of shelters and use of similar facilities outside the disaster-affected area, should evacuation be necessary; or the military may just be tasked to provide tentage, cots, linen, and blankets.



Figure IV-9. Reach Back Capability

1     • **Feeding.** Feeding will most likely include both emergency workers and disaster victims  
2       through a combination of fixed sites, mobile feeding units, and bulk food distribution.  
3       Considerations should be made for meeting dietary requirements of disaster victims with  
4       special dietary needs. Sufficient potable water is necessary for drinking and food  
5       preparation.

6  
7     • **Emergency First Aid.** Plan to provide emergency first aid to disaster victims as well as  
8       to emergency workers. This could be at designated sites within the disaster area and at  
9       mass care facilities.

10  
11    j. **Termination.** The termination of military support to civil authorities during a CM  
12    operation is a sensitive phase that requires detailed planning. The “end state” that defines the  
13    point at which military forces disengage from the CM operation is based on the policy that  
14    the Department of Defense will withdraw from the operation after eliminating the immediate  
15    danger of CBRNE effects, saving lives, and restoring critical services. **DOD forces will not**  
16    **remain to conduct recovery operations.** When it is agreed that local authorities are capable  
17    of assuming responsibilities for the remainder of the operation, DOD forces will disengage.  
18    This could be phased either by function or area. **However, it must be understood that**  
19    **DOD assets will not disengage from the operation until the local, state, and FEMA**  
20    **authorities feel comfortable that they have the incident under control.**

21  
22    k. **Force Protection.** Force protection must be a top priority during CM operations. It  
23    commences from the time units are alerted to move to redeployment. The below force

protection considerations are provided as a guide.

- **Protection from Potential Threats.** In CM operations a mechanism should be established to identify potential threats.

- **Technology.** Every means of force protection must be examined.

- **Security.** These are measures taken to protect against all acts designed to, or which may, impair the effectiveness of the military forces. This includes guarding equipment and supplies from loss or damage.

- **Individual Awareness.** All commanders and supervisors must stress the significance of security and the importance of being aware of what is going on around them.

## 8. Support Functions

Support functions performed during CM operations are just as important as they are in other military operations. US military forces and other DOD agencies are organized with personnel and equipment to perform specific functions, but also to support themselves. For instance, the C2 system inherent in military units provides a significant advantage when deployed in the potentially bare base environment created by a catastrophic CBRNE incident. This chapter will discuss specific support functions and how they apply to CM operations.

1     **a. Communications**

2

3     • Fast, reliable, and accurate communications are essential for CM operations. Moreover,

4     securing adequate internal communications to support activities at the incident site is a

5     time-sensitive operation. Equally critical to effective C2 is the timely establishment of

6     external communications to higher echelons. Therefore, communications officers must

7     take immediate action to ensure that appropriate communications equipment is identified

8     and requested early in response operations. This could include government-furnished

9     telecommunications, commercially leased communications, and existing available

10    telecommunications.

11

12    • An effective response to a CBRNE incident and the use of nonsecure tactical, strategic,

13    and commercial communications systems will rely on the application of both routine and

14    innovative methods to ensure that required communications are available.

15

16    • In addition to military communications at the incident site, DOE, FEMA, state, and

17    civilian officials will be establishing their own communications. Careful attention must

18    be afforded to ensure mutual support and connectivity and to eliminate interference.

19

20    • Prompt action should be taken to obtain frequency clearances. Other agency

21    communications personnel will be coordinating frequency requirements through their

22    own channels. It is important that the military communications coordinate with these

23    other communications officer on a continuous basis. Failure to obtain valid frequency

authorizations could result in interference with other critical communications.

**b. Logistics**

- The US military has unique logistic capabilities that are relevant to CM operations.

These include the rapid capability to deploy, employ, and redeploy a sustained logistic capability to provide assistance and mission support to the LFA and support the infrastructure of the response organizations.

- Commanders and logistic officers of forces responding to a CBRNE incident should determine the availability of assets and facilities at or near the scene of the incident and initiate actions to obtain support to satisfy the logistic functional areas listed in Figure IV-10 and described below.

- **Transportation.** Transportation is the “linchpin” of the operation. It is the logistic function that moves the applicable forces from their station to the incident site in order to perform the mission. These forces may be from other agencies such as the EPA, and coordinated with USTRANSCOM. All modes of transportation should be considered but the two most widely used will be ground and air. Transportation support should be provided to the OSC, through the DCO, in accordance with state and local emergency response plans. This transportation will probably include air, both fixed and rotary, and ground.

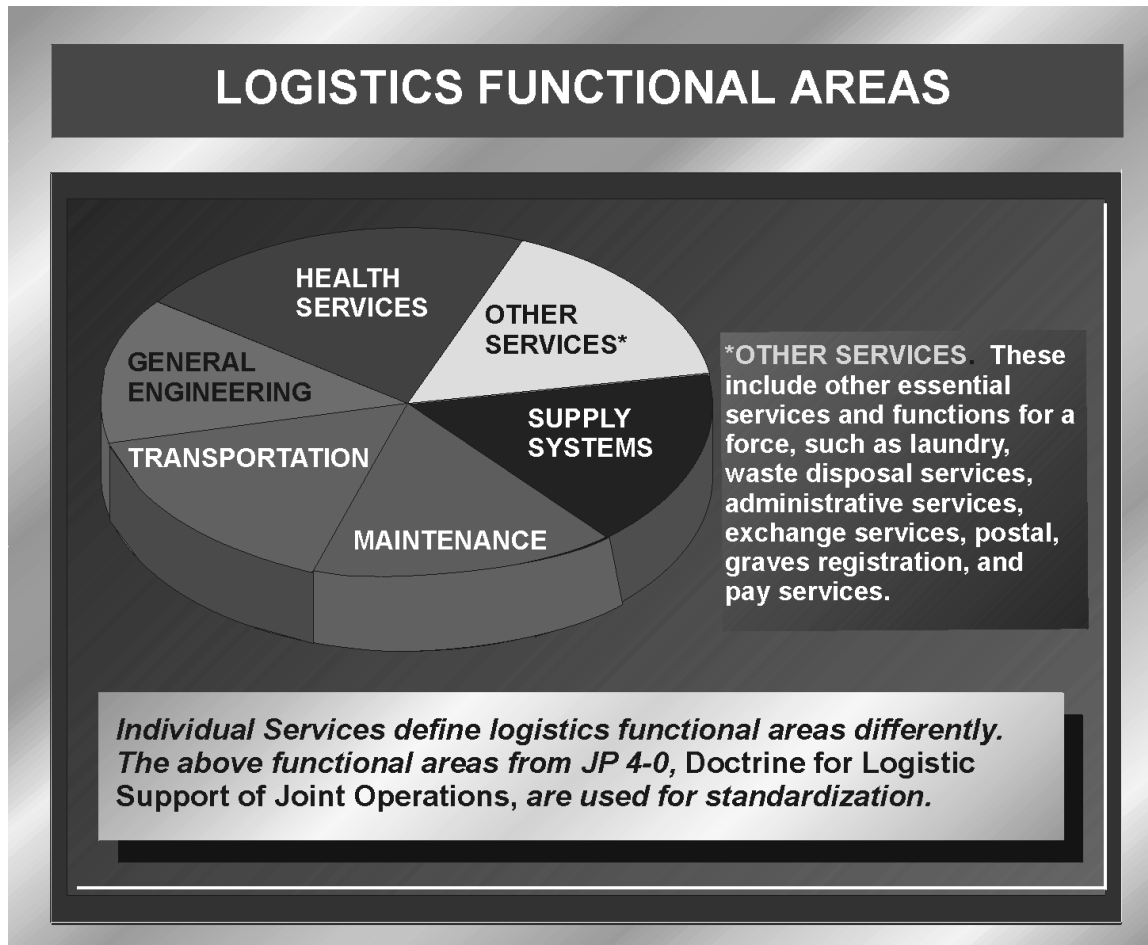
1       •• **Air (Fixed).** The US Air Force will be tasked to transport both civil and military  
2       response assets and elements to the incident site. These air assets may be tasked under  
3       the NDMS to provide transport of patients (post-decontamination) to medical facilities  
4       around the nation.

5  
6       •• **Air (Rotary).** Military rotary wing assets will be critical to the operation.  
7       Helicopters should not be used within a contaminated area because their rotors tend to  
8       spread the agent or contamination. Potential missions include: (1) Movement of the  
9       WMD-CSTs to the incident site within the 4 hour response window; (2) Aeromedical  
10      Evacuation of patients; and (3) surveillance and reconnaissance. Helicopters may be used  
11      to conduct an aerial reconnaissance of a radiologically contaminated area to determine the  
12      spread and level of contamination.

13  
14      •• **Ground.** Military vehicles such as busses, high mobility, multipurpose wheeled  
15      vehicles, and trucks can be operated. Also, military assets may be used to evacuate  
16      casualties from the contaminated area. It is important that these rescue personnel wear  
17      the appropriate individual protective clothing and equipment so they do not become  
18      casualties themselves.

19  
20      • **Engineering.** Public works and engineering support includes technical advice and  
21      evaluations, engineering services, construction management and inspection, emergency  
22      contracting, emergency repair of wastewater and solid waste facilities, and real estate  
23      support. **The USACE is the primary agent of the FRP's ESF 3, "Public Works and**

**Engineering.”** Heavy equipment and electrical power for base camp construction and recovery operations will most likely be required. Specific tasks include the following.



**Figure IV-10. Logistics Functional Areas**

•• Emergency clearance of debris for reconnaissance of the damage area and passage of emergency personnel and equipment for lifesaving, life protecting, health, and safety purposes.

1       •• Temporary construction or repair of emergency access routes, which include damaged  
2 streets, roads, bridges, ports, waterways, airfields, and other facilities necessary for  
3 passage of rescue personnel.

4  
5       •• Emergency restoration of critical public services and facilities including supply of  
6 adequate amounts of potable water, temporary restoration of water supply systems, and  
7 the provision of water for fire fighting. Also, the re-establishment of other services such  
8 as electricity and gas.

9  
10      •• Technical assistance and damage assessment, including structural inspection.

11  
12      •• Emergency demolition or stabilization of damaged structures and facilities.

13  
14      • **Maintenance.** An effective maintenance program, especially of major end-items and  
15 testing and diagnostic equipment, is vital to ensure that the required support is provided.  
16 Monitoring equipment must be calibrated and a system established to repair or calibrate  
17 on site or to return and replace with a like item.

18  
19      • **Supply Systems.** All classes of supply will need to be considered.

20  
21      •• **Food and Water.** Maintaining safe food and water is vital in such an environment.  
22 Following an incident, all food except canned or otherwise protected items should be  
23 thoroughly inspected for contamination. Foods determined to be safe must be protected

1 against secondary contamination. Even the best methods of sanitizing water, —  
2 purification or boiling — is not effective against certain chemical or radiological  
3 contaminants, as well as biological agents such as viruses, spores, or toxins. The reverse  
4 osmosis water purification unit can remove most chemical and radiological agents, as  
5 well as most biological agents. **However, it is imperative that designated medical**  
6 **authorities approve all water supplies before distribution and consumption.**

7  
8 •• Bulk distribution of supplies such as personal protective and other specialized  
9 clothing (climate dependent).

10  
11 • **Other Services.** Plan to provide other logistic services. These services could possibly  
12 include:

13  
14 •• Laundry facilities for contaminated and uncontaminated clothing; and

15  
16 •• Sanitation facilities for all personnel.

17  
18 •• **Mortuary Affairs.** Mortuary support could include: (1) Assist in providing victim  
19 identification and mortuary services; (2) Assist in establishing temporary morgue  
20 facilities; (3) Assist in victim identification using latent fingerprint, forensic dental, and  
21 forensic pathology or anthropology methods; and (4) Processing, preparing, and  
22 disposing of remains. However, like most support functions, the Department of Defense  
23 must operate within state and local jurisdictions and in most cases will not be able to

1 certify any civilian deaths. The coroner's office must accomplish this service.

2

3 For additional guidance concerning mortuary affairs, refer to JP 4-06, *Joint Tactics,*  
4 *Techniques, and Procedures for Mortuary Affairs in Joint Operations.*

5

6 **c. Medical and Health Services**

7

- 8 • **Effects of NBC Weapons Employment.** The employment of NBC weapons can cause  
9 large numbers of military and civilian casualties, and widespread disruption and  
10 destruction that require special handling and challenge medical capabilities and resources.  
11 In view of these effects, adequate medical support requires timely and accurate  
12 intelligence in order to provide needed preventive medicine and prepare for immediate  
13 and long-term treatment in advance of the commitment of forces to CM operations. The  
14 Armed Forces Medical Intelligence Center is responsible for intelligence products to  
15 support health service support aspects. The damage caused by biological and chemical  
16 agents will vary according to geographical and climatic conditions and the agent used.  
17 Nevertheless, rigorous and disciplined adherence to public health standards can limit and  
18 mitigate the effects of NBC incidents. Preventive medicine specialists can assist the OSC  
19 by identifying health hazards and providing assessments of the susceptibility of the force  
20 to these hazards. They also identify hazards associated with contamination; identify safe  
21 food and water sources; and recommend when to use prophylaxis, immunizations,  
22 quarantines, insect and rodent control, destruction of livestock, and other preventive  
23 measures associated with NBC defense.

1       ●● In the aftermath of a CBRNE incident, health service support and medical treatment  
2 facilities (MTF) may be strained beyond capacities. The success of an MTF in treating  
3 casualties in NBC environments depends on prior planning and adaptability.

4  
5       ●● MTFs should have collective protective shelters to enable them to operate in  
6 contaminated environments and to ensure that contamination-free areas are available to  
7 treat casualties after their decontamination.

8  
9       ●● Use of a single MTF for contaminated casualties should be considered if a facility has  
10 sufficient capacity.

11  
12     ● **Medical Responses.** Specific medical responses include triage, trauma, and preventive  
13 medicine.

14  
15       ●● **Triage.** Medical personnel will provide triage support to the OSC including the  
16 sorting and assignment of treatment priorities to various categories of wounded. Triage  
17 of contaminated casualties takes place with due regard to the type NBC agent that is  
18 likely (or known) to have caused the contamination. The triage officer takes account of  
19 the significant differences between and among nuclear, radiological, biological, and  
20 chemical hazards. When casualties arrive at the MTF, the triage officer should determine  
21 if patients have surgical or medical conditions that require treatment priority over  
22 decontamination. Patients requiring emergency medical treatment before  
23 decontamination are to be treated in the decontamination area.

1       ●● **Trauma.** Medical personnel will provide expertise in triage, resuscitation, and  
2       damage control medicine near the incident site. This also may include the performance  
3       of damage control surgery and augmentation to the community hospital systems that are  
4       overwhelmed by NBC casualties.

5  
6       ●● **Preventive Medicine.** Medical personnel will provide initial disease and  
7       environmental health threat assessments during early or continuing assistance stages of a  
8       disaster. More specifically: (1) Provide medical threat information and characterize the  
9       health risks to civilian and military populations; (2) prepare preventive medicine  
10      estimates and conduct rapid hazard sampling, monitoring and analysis; and (3) provide  
11      initial disease and environmental health threat assessments in the initial stages of the  
12      incident.

13  
14     ● **Stress Management.** Personnel will provide limited neuropsychiatric triage and  
15     stabilization of clinical cases in order to reduce the disabling effects associated with the  
16     post traumatic stress disorder, and to help alleviate stress from those personnel who  
17     theoretically do not require any medical attention but, because of the hysteria surrounding  
18     the incident, still believe they need to be evaluated.

19  
20     ● **NBC Patient Decontamination.** Be prepared to perform casualty decontamination near  
21     the incident site, prior to evacuation, or establish decontamination and detection stations  
22     at the local hospitals. Decontamination of non-ambulatory casualties is normally  
23     performed prior to evacuation. However, in a terrorist incident, many ambulatory

casualties will self evacuate, arriving at the MTF or hospital still contaminated. **MTFs and hospitals must have the capability to detect contamination and decontaminate when necessary.**

d. **Public Affairs**

- Dissemination of information to the world's public is now, more than ever before, a media event. **The relationship developed between the military and the media will be critical to the success of the operation as well as the story being accurately told.** A CBRNE incident has immediate public impact. PA activities during the initial incident response are perhaps among the most critical aspects of the entire response and site remediation process. Within minutes of the incident, news media could be at the scene. Local citizens will seek information about how the incident affects them. A proactive, comprehensive PA program must be conducted to expedite the flow of information to the public and internal audiences. Timely, accurate information and frequent updates are essential to keep the public and news media informed, consistent with national and operations security.

- In a CBRNE incident, the Assistant to the Secretary of Defense (Public Affairs) and the OSC are required to confirm to the general public the presence or absence of nuclear weapons or radioactive nuclear components in the interest of public safety or to reduce or prevent widespread public alarm. Notification of public authorities is also required if the public is, or may be, in danger of radiation exposure or other danger posed by the

1 weapon.

- 2
- 3 • When notified of an incident, establish communications with the PAO of the LFA and  
4 other supporting Federal agencies and will make sure there is DOD PAO representation  
5 in the joint information center established by the LFA. **It cannot be over-emphasized**  
6 **that there should be one “Federal Story”, coordinated with all agencies involved.**

- 7
- 8 • **State and Local.** PAOs from state and local response organizations, especially fire,  
9 police, and emergency management, are key to a successful response. They will probably  
10 arrive at the accident scene before Federal response forces. State and local  
11 representatives should be encouraged to become co-equal partners in PA operations.  
12 Shared Federal, state, and local leadership of PA operations should ensure a timely,  
13 accurate, and coordinated response. If that is not possible, plans and information must be  
14 closely coordinated with state and local PA personnel and they should be encouraged to  
15 send representatives to help set up and participate in the media briefing area.

16

17 For additional guidance concerning PA, refer to JP 3-61, *Doctrine for Public Affairs in*  
18 *Joint Operations*.

19

20 e. **Funding.** As stated in PDD-39, *United States Policy on Counterterrorism*, each Federal  
21 agency that participates in the resolution of terrorist incidents or conduct of counterterrorist  
22 operations bears the cost of their own participation, unless otherwise directed by the  
23 President. However, if the President directs FEMA to use Stafford Act authorities, FEMA

- 1 will issue mission assignments through the FRP to support CM. **These mission assignments**
- 2 **are reimbursable.** As such, the support combatant commander through the DCO and the
- 3 JTF-CS CBRNE-CM will capture incremental costs for reimbursement from the LFA.

## CHAPTER V

### EDUCATION, TRAINING, EXERCISES, AND SIMULATIONS

*"Defense of the homeland always will be the ultimate 'reason for being' of the Department of Defense. Military support to civil authorities will be an ancillary role, regardless of 'the threat.'"*

**Maxwell Alsten, Director for Emergency Planning  
Office of the Secretary of Defense  
*Hazard Monthly*, July 1993**

#### 1. Overview

Readying military units for CS, as with any type of MOOTW, requires building on the primary mission of US military forces, which is **to protect the nation and its interests from direct threats and to deter war**. If deterrence fails, **the military's principal purpose is to fight and win our nation's wars**. JP 3-07, *Joint Doctrine for Military Operations Other Than War*, outlines for MOOTW a two-pronged approach of general professional military education for all officers and noncommissioned officers and specific, premission training of individuals, units, and staffs. **Exercises and simulations are the primary means to prepare for CS**. When they are conducted in conjunction with involved federal agencies, they provide the bulk of DSO preparedness training.

#### 2. Education

**CS is covered under most programs of instruction within the context of MOOTW education**. Since many military units have participated in CS, excellent opportunities exist to

1 incorporate lessons learned from these events into the educational environment.

2 Additionally, officers who have served or are now serving as DCOs or EPLOs may be

3 available for professional development sessions within the educational system.

4 **Incorporation of DSO into simulations and scenarios within the educational system** is

5 an excellent means of raising the awareness level not only from the standpoint of the

6 requirements and challenges of CS but also of the constraints CS might impose upon

7 execution of a major regional contingency or vice versa. In the staff planning simulation at

8 the Armed Forces Staff College, for example, deployment assets available for a major

9 regional contingency are constrained due to simultaneous disaster relief operations.

### 11 3. Training

13 A disciplined force proficient in its warfighting tasks can **accomplish many CS missions**

14 **without additional training.** Other CSmissions, such as wildfire fighting, require specific

15 training before commitment to the task. **The target audience for CS training is a specific**

16 **group.** Training can be divided into two main categories — that required for **individuals**

17 **serving in designated CS-related** positions and that required for **units and staffs tasked for**

18 **CS as a contingency or for an actual operation.** Many times in supply or transportation

19 units the tasks to be trained have the same standards as for conventional warfighting, but the

20 conditions under which they are executed are different. Commanders should train those

21 individuals, units, and staffs that may conductCS. CJCS

## MILITARY SUPPORT TO CIVIL DISASTERS

Floods, transportation accidents, earthquakes, and fires are disasters that are shared all over the world. Apart from war, a major earthquake, huge bomb event, or a large-scale radiological accident are among the worst catastrophes for people to deal with. In the United States, we have the possibility for earthquakes along our west coast and the New Madrid fault in the central part of our nation. The New Madrid fault line affects seven states. In 1812, an earthquake along the New Madrid fault caused the Mississippi River to run backwards for 12 miles and church bells to ring in Boston, more than 1000 miles away. Today, an earthquake in this area would create a massive political and economic problem for America. Such a disaster would require all seven states, the federal government and the military to work together. Preparedness planning for this earthquake is a major challenge for America.

The military has supported civilian authorities in responses to an oil spill in Alaska, an earthquake in California, riots in Los Angeles, California, a typhoon in Guam, a prison riot in Talladega, Alabama, Hurricane Andrew in Florida, and planning for the New Madrid earthquake. Not all of these responses have gone as smoothly as we would have liked, but we are doing better each time and have learned important lessons from our mistakes.

SOURCE: Maxwell Alsten, Director for Emergency Planning,  
Office of the Secretary of Defense, Presentation to a  
Partnership for Peace Workshop, April 1995

Memorandum (CJCSM) 3500.04B, *Universal Joint Task List*, includes numerous tasks, conditions, and standards in the CS arena. Examples at the strategic national level are shown in Figure V-1. Examples at the strategic theater level are shown in Figure V-2. Examples at the operational level are shown in Figure V-3

In addition, many tasks specifically applicable to overseas deployments may be adjusted to domestic situations for training purposes.

a. **Individual Training.** By virtue of their position and responsibilities for DSO, DCOs and EPLOs require individual training.

1 • **Defense Coordinating Officers.** Commanders should institute a **training program to**  
2 **prepare DCOs for their roles.** Training should be conducted **at least annually**, and  
3 more often for locations with a frequent disaster history. At a minimum, training should  
4 include the following subjects.

5  
6 •• FRP and other plans at the national level.

7  
8 •• Regional disaster assistance plans.

9  
10 •• ROE and legal aspects of providing military support to civilian authorities.

11  
12 •• Military capabilities appropriate to DCO's requirements.

13  
14 •• Validation procedures for requests from the FCO.

15  
16 •• The role of the executive agent and LFAs.

17  
18 •• Command and control structures.



Figure V-1. Strategic National Level

•• Support requirements.

•• The role and function of the DCE.

- **DOD Emergency Preparedness Course.** The DOD Emergency Preparedness Course, currently taught at the FEMA Weather Emergency Assistance Center, Round Hill, Virginia, provides **instruction in civil-military operations under all hazards**. Representatives from DOD components and agencies (such as FEMA) that are directly associated with the Department of Defense during emergencies should attend the course. EPLOs should attend the course as early as possible during their tour.

b. **Unit Training.** Standing JTFs or JTFs established for CS require specific training to understand the requirements and limitations peculiar to CS. This includes **training in the organization and processes of supporting civilian agencies**. However, many JTF processes during CS planning and execution are no different from conventional combat operations.

- **Public Affairs.** Personnel in units conducting CS benefit from familiarity with PA principles and procedures. **CS operations are of great interest to the news media.** Commanders may capitalize on this interest by assisting the media reporting the military's contribution to the operation. Commanders accomplish their mission under close scrutiny of the media. They have to **react rapidly to developing issues and changing perceptions** while simultaneously **fulfilling the information needs** of their troops.



Figure V-2. Strategic Theater Level

1     • **Disaster Assistance.** Training for disaster assistance primarily focuses on **the provision**  
2     **of basic needs and services.** Selected units may achieve some degree of proficiency  
3     while conducting normal mission training, but the urgency of response rarely affords  
4     commanders the ability to train after alert notification. Although support units are  
5     routinely expected to execute this mission, combat units could also be tasked. In many  
6     cases, **normal unit missions incorporate tasks that prepare personnel to perform this**  
7     **operation.** For example, a supply unit may routinely receive, store, and distribute  
8     supplies. These same tasks could apply to disaster assistance operations. An  
9     understanding of the **role of military forces in the FRP** helps commanders, other  
10    leaders, and Service members at all levels. All will benefit also from **familiarity with**  
11    **state and local agency operations** related to disaster assistance. Other topics for this  
12    training may include specific employment rules and reporting channels, how the unit will  
13    receive necessary resources not part of its normal complement, and how to account for  
14    and track incremental costs.



Figure V-3. Operational Level

- **Law Enforcement.** Many tasks included in training for wartime missions apply directly.

In cases where requirements are unrelated to the wartime mission, **commanders analyze the mission to define new training needs.**

- **Counterdrug Operations.** Counterdrug missions present **unique training opportunities.** If appropriate, units may be integrated into federal or state drug enforcement agency operations. Units develop plans to conduct training in high-intensity drug trafficking areas.

- **Combating Terrorism.** One component of combating terrorism includes **defensive measures against terrorist attack.** All personnel train on the fundamentals necessary to

1 **defend installations, units, and individuals against terrorist attacks.** Antiterrorism is  
2 a force protection measure and the responsibility of commanders at every level. **Other**  
3 **government agencies normally conduct offensive counterterrorism operations;**  
4 therefore, most units do not consider these for CS training. Military and security police  
5 have the capability to conduct **specialized training for combatting terrorism for both**  
6 **military and civil authorities.**

7  
8 **•• Improvised Devices.** The use of explosives and boobytraps is a common tool  
9 employed by terrorists. EOD personnel can provide **training and planning assistance to**  
10 **combat terrorist operations.**

11  
12 **•• Security.** The NG **conducts training and maintains a viable force** to support law  
13 enforcement agencies. The National Guard Bureau provides funding to states to develop  
14 critical asset security plans.

15  
16 **•• Civil Disturbances.** The NG provides **funding to states for training in civil**  
17 **disturbance operations.** Hurricane Andrew is an example of the fruits of such training.  
18 The Florida NG was on scene within hours after hurricane passage, providing trained  
19 personnel for security support to LEAs. **Commanders are responsible for civil**  
20 **disturbance operations training.** DOD Civil Disturbance Plan GARDEN PLOT  
21 requires that all designated GARDEN PLOT units be prepared to conduct civil  
22 disturbance training. Assigned missions and command guidance determine the frequency  
23 of training. Specific training should address **legal and psychological considerations,**

1 **ROE, search and seizure, use of special equipment, and crowd control techniques.**

2

3 • **Firefighting.** Prior to being committed to fight fires, **military personnel must receive**

4 **NIFC training.** A team from NIFC conducts orientation training for commanders, staffs,

5 and troops designated to fight fires. NIFC conducts this training at the unit's assigned

6 post or base. At the fire site, the troops receive **cold line fire training**, which is an

7 extension of the training received at home station. Next, personnel go to **mop-up**

8 **training or to the lowest danger fire area for first hand experience** and, finally, **to the**

9 **fire line.** Before fire line assignment, military personnel used for firefighting receive

10 **mandatory basic fire training** to include **introductory fire behavior, fire shelter, and**

11 **standards for survival.** Once the NIFC representative and the military commander

12 agree that the personnel are properly trained and equipped, they may be given hot fire line

13 assignments (under NIFC supervision). NIFC provides specific firefighting equipment.

14

15 • **Rules of Engagement.** Situational training exercises provide deploying forces **training**

16 **on events and circumstances they can expect to encounter during a mission.** By

17 reviewing lessons learned and after-action reports of similar operations, leaders can

18 identify likely situations that their units can expect. **Unit leaders frame the proper**

19 **response based on applicable lessons learned, policy, directives, instructions,**

20 **regulations, doctrine, tactics, techniques, and procedures, legal advice, or ROE for**

21 **each situation and train personnel accordingly.** This response becomes an immediate

22 action drill and should be well rehearsed by members of the deploying force. SROE,

23 such as that used in GARDEN PLOT, should be part of the training process. As the ROE

that would be employed in any contingency must be approved by the Attorney General, it is important to coordinate with that office when exercise or SROE are prepared.

#### 4. Exercises

Many conventional training exercises provide the **opportunity to include interaction with federal, state, or local agencies**. FEMA developed and conducted exercises to improve the coordination needed to respond to hurricanes and earthquakes. These exercises were developed by non-DOD agencies, but they provide an opportunity to **improve military capabilities for CS with minimal resources**. These exercises emphasize interoperability requirements and stress staff coordination. Unified combatant commanders participate in such interagency exercises that simulate disaster conditions, which train their staffs and others involved in the federal response. **These exercises also serve to identify shortfalls in areas such as communications or other capabilities**, which may be corrected.

See also the DOD Emergency Preparedness Policy Internet site in Appendix C, “References and Legal Authorities,” for exercise template software.

#### 5. Simulations and Modeling

The recent development of distributed simulations provides **training technology that permits multiple organizations or agencies to participate in the same simulation exercise without having to be at the same location**. It offers the potential for selected

- 1 leaders to develop effective interagency communications and mutual understanding without
- 2 having to be physically present at a specific exercise site. The DTRA has a well-developed
- 3 modeling capability that can be used not only to **generate random simulated disaster**
- 4 **events for exercises**, but also for **predicting planning requirements for natural and**
- 5 **manmade disasters.**

## APPENDIX A

### REIMBURSEMENT FOR DOMESTIC SUPPORT OPERATIONS

#### 1. Reimbursement Process

In most cases, state, local, and federal agencies provide reimbursement for assistance provided by the Department of Defense. The reimbursement process requires the DOD components to capture and report total and incremental costs in accordance with applicable DOD financial management regulations. Supported agencies should also maintain records of support received from the Department of Defense. To distinguish these costs from those related to training or normal operating expenses which are not reimbursed, resource managers must maintain accountability throughout an operation for equipment and material costs associated with operational support. Organizational record keeping needed to support cost-capturing must begin at the start of the operation and at the lowest functional level. Additional guidance can be found in DOD Instruction (DODI) 7200.9, *Financing and Reporting Costs of Resources Used in Civil Disturbances*.

#### 2. Legal Considerations

Some statutes permit federal agencies to seek waiver of reimbursement. For example, federal LEAs may not be required to reimburse the Department of Defense for some types of support is provided in the normal course of military training or operations. If such support results in a benefit to the Department of Defense that is substantially equivalent to that which

1 would otherwise result from military training (10 USC 377), federal LEAs may not be  
2 required to reimburse the Department of Defense. The Department of Defense makes this  
3 determination.

4  
5 a. **The Economy Act.** 31 USC 1535, The Economy Act, permits federal agencies to  
6 provide goods and services to other federal agencies on a reimbursable basis.

7  
8 b. **The Stafford Act.** The Stafford Act requires reimbursement to the Department of  
9 Defense for the incremental costs of providing support. Approval authority and reporting  
10 requirements vary, depending upon the duration and type of support requested. The President  
11 may direct any agency of the federal government to undertake missions and tasks on either a  
12 reimbursable or non-reimbursable basis.

13  
14 c. **DOD Guidelines.** DODI 7200.9, *Financing and Reporting Costs of Military Resources*  
15 *Used in Civil Disturbances*, and the DOD Civil Disturbance Plan GARDEN PLOT require  
16 operating agents and supported CINCs to recover all costs for civil disturbance operations.  
17 The operating agent and supported CINC are responsible for collecting costs for civil  
18 disturbance operations of all Service components and defense agencies, preparing cost reports  
19 for the executive agency, consolidating billings, forwarding bills to DOJ, and distributing  
20 reimbursements to Service components and defense agencies. Refer to Annex P of  
21 GARDEN PLOT for details.

### 3. Service-Specific Considerations

Service-specific regulations provide resource management guidance governing funding, reimbursement procedures, cost reports, travel entitlements, and finance support for military personnel participating in domestic support operations.

a. Reimbursement procedures must conform to the requirements of the legal authority relied on for provision of support.

b. Installations, agencies, and departments providing support must maintain records, receipts, and documents to support claims, purchases, reimbursements, and disbursements.

c. Payment of military and civilian personnel remains a Defense Finance and Accounting Service (DFAS) responsibility.

d. Installations should establish separate accounting process codes to record the cost of the operation. Installations use project codes, management decision packages, and functional cost accounts furnished by DFAS-Indianapolis to record the costs of the operation.

e. Planning and warning orders do not automatically authorize fund expenditures for DSO.

#### 4. Disaster Relief Costs

Disaster relief participation is an unprogrammed requirement for the Services for which funds have not been budgeted. Service component commands may be required to initially fund the cost of DSO. Such operations are undertaken with the understanding that additional operating expenses may be reimbursed by the requesting agencies. Costs should be recorded using unique accounting codes in accordance with Service regulations and guidance.

#### 5. Finance Unit Support

Military finance units provide finance support for troops supporting DSO. Finance elements of one Service may provide support to other Services and for the entire DSO as directed.

a. **Contracts.** Paying for contracts and other local procurement is the most critical function. Finance personnel should deploy early enough to support logistic contracting elements. This support includes providing funds to paying agents.

b. **Individual Support.** Finance elements may provide individual support, to include check cashing, casual pay, inquiries, travel payments, and per diem.

1   **6. National Guard**

2

3       Reimbursement for use of NG personnel and assets to assist state counterdrug operations

4   and programs is authorized by 32 USC 112.

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## APPENDIX B

### DOD CAPABILITIES FOR CBRNE CONSEQUENCE MANAGEMENT

#### 1. Department of Defense

a. **Armed Forces Radiobiology Research Institute (AFRRI).** This is the Department of Defense's sole laboratory for conducting biomedical research to address military medical operational requirements for dealing with the prompt and delayed effects of radiation exposure. AFRRI is currently assigned to the Uniformed Services University of the Health Sciences.

b. **Defense Technical Response Group (DTRG).** DTRG, part of the Naval EOD Technical Division, is a joint-service manager for EOD. Under DOD 3150.5, DTRG provides on-site operational and technical support personnel, equipment, and technology to DOE and DOD units. DTRG also provides support to military EOD technicians in the field at all command levels. Primary duties include providing safe access routes to suspect ordnance, training, and liaison support to other agencies. DTRG is deployable within 4 hours.

c. **Defense Threat Reduction Agency (Formerly — Defense Special Weapon Agency).** DTRA operates a JNACC in cooperation with the DOE. The JNACC maintains current records reflecting the location and capability of specialized units and teams that can be used for a nuclear accident/attack response — the Nuclear Accident Response Capability Listing. The JNACC can assist the DOD crisis response task force (CRTF) commander or the joint

special operations task force (JSTOF) commander at the incident site and the National Military Command Center in locating and dispatching required technical resources.

- DTRA maintains a deployable advisory team called the Defense Threat Reduction Agency Advisory Team (DTRAAT). DTRAAT assists the OSC through the CRTF commander or the JSTOF commander in the management of nuclear-related issues. The Defense Special Weapons Agency Advisory Team can advise on the DOD assets best suited to meet the requirements of the incident. The team is on-call 24 hours a day and can deploy within 6 hours of notification

- **DTRA Research, Development, Test and Evaluation (RDT&E).** In addition to the work described above, DTRA maintains an active RDT&E program in support of the warfighting CINCs and other customers that contributes to improving technical capabilities relevant to counterterrorism.

- **Consequence Management Advisory Team (CMAT)**

The CMAT is composed of personnel knowledgeable in nuclear, chemical, radiological, and biological accident response procedures, requirements, health physics, medical, public affairs, and legal implications. The CMAT is capable of responding to these accidents and incidents within four hours. CMAT tailored teams (Nuclear, Chemical, Radiological, Biological) all have secure communications, hazard prediction modeling, rapid reachback, and collaboration tool sets. CMAT (Nuclear) also possesses an extensive technical library of US and foreign weapons, as well as a deployable detection capability CMAT (Radiological) also has a deployable detection capability.

## 2. US Army

a. **52d Ordnance Group (EOD).** This organization provides military EOD and bomb squad units to defeat or mitigate the hazards from conventional, nuclear, or chemical military munitions and CBRNE (the EOD uses the term “special improvised explosive device” (SIED)) throughout CONUS as requested by local, state, and federal law enforcement or military authorities.

- The capabilities of the 52d Group are multifaceted, to include: identification and render safe of foreign and US military munitions (chemical, conventional, and nuclear); disposal of munitions encountered; response and render safe of terrorist improvised explosive devices (i.e., pipe bombs, booby traps); response for CBRNE incidents; conduct training in military munitions and IED to law enforcement agencies; and provide continuous support to the USSS and State Department for VIP protection details. Each unit has a variety of bomb disposal tools and detailed classified procedures for handling US, foreign, and terrorist munitions. Their procedures are often classified and not releasable outside of the DOD EOD channels. Included in their equipment are robots for remote operations, special cannons and explosive shape charges, and a variety of EOD tool sets for specific munitions.

- Existing agreements with the Army Technical Escort Unit (TEU) outline interoperational support between the 52d Group and TEU for missions involving nonstockpile US chemical munitions and for terrorist CBRNE devices with chemical or biological fillers.

1 Agreements between the Department of Defense and DOE outline roles for the 52d  
2 Group for responding to a US or foreign nuclear military weapon incident or to a terrorist  
3 CBRNE with nuclear or radiological components.

- 4
- 5 • The 52d Group has four Ordnance Battalions (BNs) with 37 companies (COs) stationed  
6 throughout CONUS. Each EOD Ordnance BN has designated one EOD CO to respond  
7 to a CBRNE incident. These designated COs receive specific training on chemical and  
8 nuclear SIED. They possess unique counter booby trap equipment and are trained to  
9 operate specialized equipment (provided by DOE) used for diagnostics and for render  
10 safe and mitigation of a CBRNE nuclear initiation. Similar equipment also is used with  
11 TEU for chemical-biological (CB) CBRNE scenarios. The SIED COs provide the full  
12 spectrum of conventional EOD support to law enforcement and military commanders in  
13 their geographic AO in addition to the SIED response mission. The first EOD responder  
14 to a CBRNE incident could be from any of the EOD units based on location; based on  
15 assessment of the EOD team of the situation, they can contact their BN for reinforcement  
16 with more EOD assets including a SIED unit for the level of the emergency.

17

18 b. **Soldier Biological and Chemical Command (formerly Chemical Biological Defense**  
19 **Command)**. The SBCCOM teams maintain the capability to support the national response to  
20 a CB incident. These teams, located in Edgewood, Maryland, include the TEU, the  
21 Edgewood Chemical and Biological Center (ECBC) Chemical Support Division (CSD),  
22 Chemical and Biological Forensic Analytical Center (FAC), and the Chemical/Biological  
23 Rapid Response Team (CB-RRT). SBCCOM provides staff and overwatch support to the

1 deployment and activities of the TEU, and maintains an emergency response capability to  
2 respond to CB accidents and incidents worldwide as required to support DOD, federal, state,  
3 and local agencies.

- 4
- 5 • • TEU The TEU provides world-wide no-notice capability to conduct field sampling,  
6 identification and verification, monitoring, recovery, decontamination, escort, and  
7 mitigation of hazards associated with chemical/biological (C/B) materials in  
8 compliance with international, federal, state, and local laws. The capabilities of TEU  
9 are multifaceted to include: technical escort of C/B agents material, and munitions;  
10 render safe and/or dispose of weaponized C/B material; conduct technical intelligence  
11 exploitation of foreign C/B munitions and material; provide C/B response teams to  
12 government agencies as required; and operate in hazardous environments. TEU's basic  
13 response unit is the Chemical-Biological Response Team (CBRT). TEU can deploy  
14 CBRTs from Aberdeen Proving Ground, MD, Dugway Proving Ground, UT, and Pine  
15 Bluff Arsenal, AR. In general, each CBRT is comprised of 12 chemical/biological and  
16 explosive ordnance disposal specialists, but each team can be mission-tailored. TEU  
17 maintains one CBRT on on-call status and can ready to deploy on four hours notice.  
18 The CBRTs maintain a rapid response capability in detection, decontamination,  
19 containment, dismantlement, and disposal of WMD containing chemical/biological  
20 agents or related materials. ECBC is the DOD focal point for research, development,  
21 and engineering of chemical and biological defense material. Only the CSD at ECBC is  
22 considered for the C/B WMD mission because of its rapid response analytical  
23 capabilities. The mission of the CSD is to serve as the point of contact for operations

1 associated with chemical surety material-related remediation and restoration at the  
2 Edgewood Area of Aberdeen Proving Ground and formerly used defense sites. The  
3 CSD has the capability to provide a full range of air, water, and soil analysis related to  
4 chemical surety. The CSD also provided and maintains a repository of chemical agent  
5 standard analytical materials in support of the DOD chemical defense mission. The  
6 CSD possesses the capability to provide low level monitoring using the Real Time  
7 Analytical Platform (RTAP), a vehicle-mounted chemical analysis system. The CSD  
8 possesses the Mobile Environmental Analytical Platform (MEAP) which provides  
9 accurate determinations of chemical warfare material, expressly chemical surety  
10 material, agent degradation product, WWI chemical warfare agents, and other  
11 compounds of military significance in environmental samples.

- 12
- 13 • The mission of the Chemical and Biological FAC is to support the multilateral  
14 Chemical Weapons Convention, the Bilateral Destruction Agreement, and the  
15 Wyoming Memorandum of Understanding. The FAC provides an on-site analytical  
16 laboratory capability. This lab is capable of analyzing chemical surety materials.  
17 Foreign chemical warfare agents, and all precursors and degradation by-products. The  
18 FAC maintains specialized equipment to accomplish its assigned mission and is capable  
19 of deploying in four hours.
  - 20
  - 21 • The CB-RRT deploys in support of the LFA and assists in the detection, neutralization,  
22 containment, dismantlement, and disposal of WMD articles containing chemical and/or  
23 biological or related hazardous materials and assists first responders in dealing with

1 potential WMD consequences. The CB-RRT is composed of members of the Armed  
2 Forces and employees of the Department of Defense who are capable of providing  
3 technical assistance in the response to, and mitigation of incidents involving CBNRE  
4 containing chemical or biological materials. The size and composition of the CB-RTT  
5 response will depend upon the situation, the civilian response capabilities, and the  
6 supported combatant commander or LFA. The CB-RRT is capable of deploying in four  
7 hours.

8  
9 d. US Army Medical Command.

10  
11 • **Madigan Army Medical Center, Disaster Assistance Response Team.** Provides a  
12 rapid deployment unit with triage, ambulatory and litter, and advanced medical and  
13 trauma stabilization capabilities for NBC incidents in the western United States.

14  
15 • **Radiological Advisory Medical Team (RAMT).** The primary function of RAMT is to  
16 advise and support medical treatment facilities that might care for patients exposed to  
17 radiation. The physician component of the team advises on patient care and  
18 decontamination. A secondary function of RAMT is to provide advice to the on-scene  
19 commander. The RAMT is located at Walter Reed Medical Center, Washington, DC.

20  
21 • **Radiological Control Team (RADCON).** The RADCON team provides the on-scene  
22 commander with technical assistance and advice necessary to make assessments on any  
23 radiological aspects of CBNRE events. This team can deploy within four hours of

notification; and is located at Ft. Monmouth, NJ.

- **US Army Medical Research and Material Command.**

- **US Army Medical Research Institute of Infectious Diseases (USAMRIID).** This organization conducts research to develop strategies, products, information, procedures, and training programs for medical defense against biological warfare (BW) threats and infectious diseases. Develop products (such as vaccines, drugs, diagnostic tests, and medical management procedures) to protect military personnel against biological attack or against endemic infectious diseases. Provide medical and scientific subject matter experts (SMEs) and their technical expertise and guidance concerning prevention and treatment of hazardous diseases and management of biological casualties. Serve as the DOD reference center for identification of biological agents from clinical specimens and other sources. (1) USAMRIID has many capabilities that can be employed for assessing and evaluating a biological terrorist incident, from initial communication of the threat through incident resolution. The primary capabilities provided by USAMRIID are intellectual capability (consulting), extensive fixed confirmatory and reference laboratory facilities, and the aeromedical isolation team (AIT). (2) USAMRIID can provide two personnel — a medical doctor with expertise in management of casualties caused by BW agents and a scientist with laboratory and scientific expertise on BW agents — to participate in the initial response to a potential or known biological incident. The intent of providing the SMEs is to aid in evaluating the threat, aid in characterizing BW agents, assessing impacts resulting from dissemination, identifying protection and treatment

1 strategies, and formulating medical and operation plans for CM and diagnostic support.

2 USAMRIID's extensive laboratory facilities offer confirmatory and reference

3 capabilities, for use by Naval Medical Research Institute's (NMRI's) mobile laboratory

4 and any other agency requiring such services. In addition to the laboratory and BW agent

5 expertise, a limited capability exists to transport one or two biological casualties,

6 requiring specialized containment, to a medical containment care facility located at

7 USAMRIID with the support of the AIT. The facility has a 16-bed ward with a capability

8 of isolating up to biocontainment level (BL) 3, infectious diseases in a contingency

9 situation. The facility also has a special BL 4 containment care facility with a maximum

10 capacity of two beds and offers additional specialized care capabilities, to include limited

11 intensive care. (3) AIT. The AIT's mission is to maintain the personnel, skills, and

12 equipment necessary to transport and provide patient care under high containment for a

13 limited number of individuals exposed to or infected with highly contagious and

14 dangerous diseases that are a result of naturally occurring organisms, BW agents,

15 terrorism, and possible exposure of field researchers. The AIT is a rapid response unit

16 that can deploy to any area of the world to transport and provide patient care under high

17 containment. Currently, there are no personnel assigned directly to the AIT. The AIT

18 possesses a limited capability, equipment, and staff, which is not feasible for use in a

19 mass casualty situation. The AIT is comprised of two teams, each capable of transporting

20 a single patient. The AIT maintains specialized equipment and required medical supplies

21 to accomplish its assigned mission.

22

23

1       ●● **US Army Medical Research Institute of Chemical Defense (USAMRICD).**

2       USAMRICD is responsible for the discovery, development, testing, and evaluation of  
3       medical treatments and material to prevent and treat casualties of chemical warfare  
4       agents. USAMRID develops drugs, skin protectants, and decontaminants, and studies  
5       several biological threat agents as well. (1) Medical Chemical Biological Advisory  
6       Team (MCBAT). Serves as the primary source of medical information dealing with the  
7       management of chemical warfare agent casualties for the federal government. The  
8       MCBAT will provide requisite consulting information to the incident commander by  
9       identifying the medical implications to military and/or civilian operation and immediate  
10      response. MCBAT can supervise the collection of biological samples for subsequent  
11      verification of chemical agent exposure that can be used to facilitate confirmation,  
12      diagnosis, and treatment. The experts on this team come from USAMRICD and  
13      USAMRIID. (2) Chemical Casualty Site Team (CCST). USAMRICD CCST provides  
14      in-theater or on-site chemical casualty care training, research data collection, command  
15      liaison, clinical diagnosis, blood cholinesterase analysis, specimen collection for  
16      shipment to USAMRICD for analysis, and advice in support of tactical operations  
17      involving the threat or use of chemical weapons. Specific capabilities include the  
18      following.

19  
20   **3. US Air Force**

21  
22    a. **Air Force Radiation Assessment Team (AFRAT).** AFRAT provides rapid response to  
23    radiation accidents/incidents, providing health, physics, and radioanalytical support. The

1 team measures, analyzes, and interprets environmental and occupational samples for  
2 radioactivity; providing expert guidance on the type and degree of radiological hazard. The  
3 team uses a state of the art forward deployed field lab, augmented by a reach back capability  
4 at Brooks AFB, TX.

5  
6 b. **Air Force Technical Applications Center (AFTAC).** AFTAC, located at Patrick  
7 AFB, Florida, provides post-detonation plume trajectory prediction, meteorological  
8 modeling, complete plume analysis and characterization, and leading edge technology  
9 development for monitoring of chem-bio activities. AFTAC deploys a dedicated C-135  
10 collection platform aircraft stationed in Omaha, Nebraska.

#### 11 12 4. US Navy

13  
14 a. **Naval Medical Research Institute.** The NMRI has multiple missions in the areas of  
15 infectious diseases, combat casualty care, and military operational medicine. This section  
16 will focus on the mission of the Biological Defense Research Program (BDRP), one of the  
17 five Infectious Diseases Research Divisions.

- 18  
19 • This organization's mission is to defend members of the Armed Forces of the United  
20 States against a biological threat in a theater of operations. Rapid biological detection  
21 methods are essential for prompt medical intervention and successful mission  
22 accomplishment. To provide for such needs, the NMRI, BDRP has formed a scientific  
23 research program for the development of rapid detection and identification methods for

1 BW agents.

- 2
- 3 • The BDRP has developed a capability that consists of a transportable biological field  
4 laboratory, expressly for identification of BW agents. The field laboratory can process  
5 approximately 50 samples (four to five samples a day for a period of approximately 2  
6 weeks) before replenishment of supplies is required. However, if enough advance notice  
7 is given, additional supplies can be deployed. In addition to the capabilities of the NMRI  
8 field laboratory, USAMRIID laboratories provide a confirmatory and reference  
9 capability. This support would be required if the results from the NMRI field laboratory  
10 assays were all negative and a suspicion of BW agent contamination still existed.
- 11

12 **b. Navy Environmental and Preventive Medicine Units (NEPMUs), Naval**  
13 **Environmental Health Center.** The NEPMUs are capable of providing doctors, industrial  
14 hygienists, environmental health officers, microbiologists, entomologists, epidemiologists,  
15 and preventive medical technicians. NEPMU deployable teams are called Chemical,  
16 Biological, Radiological, Environmental Defense Response Teams (CBRED), and are task  
17 organized for each incident. CBRED teams are on the alert for rapid response and available  
18 to advise the JTF-CS and local public health authorities and augment other JTF-CS medical  
19 assets.

20

21 **c. US Naval Research Laboratory (NRL).** The NRL provides uniformed microbiologists  
22 specifically trained in the use of the NMRI laboratory equipment and test, in order to  
23 augment the NMRI field lab as required. All NRL microbiologists are trained in chemical

and biological threat agents.

d. **Radiological Control Team (USN).** The Navy RADCON Team can provide expert health physics (radiation control and safety) assistance to the CRTF. The team is deployable from Norfolk, Virginia, within several hours.

## 5. US Marine Corps

**US Marine Corps, Chemical-Biological Incident Response Force (CBIRF).** CBIRF is a CM response force tailored for short notice response to chemical and/or biological incidents. The CBIRF will consist of approximately 250 Navy and Marine Corps personnel under a single commander. This self-contained response force will have five elements: command; chemical and biological detection and/or identification and decontamination; medical; security; and service support. A unique feature of the CBIRF is its electronic linkage to an advisory group (AG) of experts. The AG, composed of civilian experts in CB matters and in disaster response, will advise the CBIRF in training and during incident response. CIBRF is structured in two parts, the Initial Response Force (IRF) , and the Follow-on Force (FoF). The IRF is capable of providing initial incident assessment and limited CM support. The FoF is deployed with all remaining CM equipment. The IRF maintains a 24 hour, on-call status and can deploy within four hours of notification. The FoF can be ready to deploy within 18-24 hours of notification.

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## APPENDIX C

### REFERENCES AND LEGAL AUTHORITIES

#### 1. Internet Sites

a. Joint Doctrine Home page: <http://www.dtic.mil/doctrine>

b. Defense Link Home page: <http://www.dtic.dla.mil/defenselink/locator>

Defense Link Locator is an entry point for internet sites for Services, SecDef, and related agencies.

- DOD Emergency Preparedness Policy Home page: <http://www.dtic.mil/defenselink/emerg>.

The Directorate for Emergency Preparedness Policy (EPP) within the Office of the Under Secretary of Defense (Policy) has a wide variety of responsibilities relating to a broad spectrum of emergency situations worldwide. Included in these responsibilities are Continuity of Operations, key asset protection, MSCA, MACDIS, disaster planning, and assuring that information concerning emergency preparedness and planning is available to the appropriate audiences on an international basis. Site contains: EPP mission, exercise template software, emergency authorities data base, emergency-related DODDs and DODIs, USC, emergency management skills data base, emergency digital mapping sources for DOD installations, reports and speeches, emergency-related technical reports and speeches, other emergency-related sites, and links to other organizations involved in

1 emergency preparedness and response.

- 2
- 3 • DOD Directives and Instructions Home page: <http://web7.whs.osd.mil/corres.htm>. This
  - 4 site enables access to DODDs, DODIs, multiple data base searching of BOTH the
  - 5 DODDs and DODIs, data bases using relevance feedback. On-line ordering of selected
  - 6 documents is also available. Tips for searching the DODDs and DODIs are available.
- 7

8 c. US House of Representatives Internet Law Library Home Page: <http://law.house.gov/1.htm>.

9 Site includes information about the House, an Internet Law Library, US Federal laws

10 (arranged by original published source and by agency), US state and territorial laws,

11 FRAMES version of the Law Library, fast-loading GRAPHIC-FREE version of the Law

12 Library home page, and search the USC, Code of Federal Regulations (CFRs), and Reference

13 Desk.

14

15 d. FEMA Home Page: <http://www.fema.gov>. Site includes a library with: an archives

16 room with news releases, speeches, tropical storm data, photo library and specific

17 information on several disasters; a facts room with acronyms and abbreviations, fact sheets,

18 and a master index; an Internet resource room; a legal room with the entire Stafford Act; a

19 response and recovery room with a copy of the FRP; and much more.

20

21 e. Government Printing Office (GPO) Home Page: [http://www.access.gpo.gov/su\\_docs/](http://www.access.gpo.gov/su_docs/).

22 The Federal Register, Congressional Record, Congressional Bills and other Federal

23 Government information are available on-line via GPO Access, a service of the US GPO.

1 Public access is available through the Federal Depository Library, or directly from GPO.

2 Search and retrieve full text on-line via GPO access from over 50 data bases.

3

4 f. US Joint Forces Command, Joint Warfighting Center Electronic Research Library:

5 <http://elib1.jwfc.js.mil>. This library contains information collected from a variety of sources

6 on consequence management.

7

## 8 **2. CD ROMS**

9

10 a. Joint Electronic Library on CD ROM, J-7, Joint Staff. A CD-ROM version of the

11 internet site includes all approved joint doctrine, the Universal Joint Task List (UJTL), and

12 much more.

13

14 b. Joint Training Program Reference Documents, USACOM. Contains the USACOM JTF

15 Headquarters (HQ) standing operating procedure, the UJTL, JTF HQ Mission Training

16 Guide, joint doctrine, and JOPES, Vol II, *Planning Formats and Guidance*.

17

## 18 **3. Statutes and Laws**

19

20 a. *The Robert T. Stafford Disaster Relief and Emergency Assistance Act*, as amended. This

21 act, also known as The Stafford Act, provides the authority for the federal government to

22 respond to disasters and emergencies in order to provide assistance to save lives and protect

23 public health, safety, and property. It provides an orderly and continuing means of assistance

1 by the federal government to state and local governments in carrying out their responsibilities  
2 to alleviate the suffering and damage which result from disasters. The President, in response  
3 to a state governor's request, may declare an "emergency" or "major disaster," in order to  
4 provide federal assistance under the Act. In addition, upon the request of the affected  
5 governor, the Act authorizes the President to order the Department of Defense to provide  
6 "emergency work" (a maximum of 10 days in duration) before declaring either an emergency  
7 or major disaster. The Act provides for the appointment of a FCO who will operate in the  
8 designated area with a SCO for the purpose of coordinating state and local disaster assistance  
9 efforts with those of the federal government. Title 44, CFR, *Emergency Management and*  
10 *Assistance*, provides implementing regulations promulgated by FEMA to execute the Stafford  
11 Act.

12  
13 b. *Posse Comitatus Act*, 18 USC 1385. This act severely restricts the use of federal  
14 military forces to perform civilian law enforcement functions within the United States. It  
15 prescribes criminal penalties for the use of the Army or Air Force to perform civilian law  
16 enforcement within the United States, unless otherwise authorized by law. The Posse  
17 Comitatus Act does not apply to the US Coast Guard. (The Navy and Marine Corps are  
18 included in this prohibition by DOD policy; see DODD 5525.5, *DOD Cooperation with*  
19 *Civilian Law Enforcement Officials*, enclosure 4, section C.

20  
21 c. *The Federal Response Plan, As Amended*, defines the responsibilities of 28 federal  
22 departments and agencies to provide federal response assistance to supplement state (in the  
23 FRP, the word "state" includes not only the 50 states but also the District of Columbia;

1 Commonwealth of Puerto Rico; Virgin Islands; Territory of Guam; Territory of American  
2 Samoa; Commonwealth of the Northern Mariana Islands; and US administrative entities) and  
3 local response efforts in dealing with the consequences of significant disasters. The FRP is  
4 coordinated and managed by FEMA. This plan is a result of agreements between FEMA and  
5 the primary and supporting federal agencies responsible for providing disaster relief support.  
6 The Department of Defense has primary responsibility for ESF 3, “Public Works and  
7 Engineering” (USACE). The Department of Defense has supporting responsibility for other  
8 ESFs. FEMA takes all disaster relief efforts by ESF.

9  
10 d. *The Federal Radiological Emergency Response Plan*. The FRERP is the plan for  
11 federal response to all types of radiological emergencies in peacetime. This document is to  
12 be used by federal agencies in peacetime radiological emergencies. It primarily concerns the  
13 off-site federal response in support of State and local governments with jurisdiction for the  
14 emergency. It provides the federal government’s concept of operations based on specific  
15 authorities for responding to radiological emergencies, outlines federal policies and planning  
16 assumptions that underlie this concept of operations and on which federal agency response  
17 plans were based, and specifies authorities and responsibilities of each federal agency that  
18 may have a significant role in such emergencies.

19  
20 e. 10 USC, *Armed Forces*

- 21  
22 • Section 371-81, *Military Support for Civilian Law Enforcement Agencies*. Provisions  
23 here, as an exception to Posse Comitatus, permit some indirect limited military support to

1 LEAs, such as sharing equipment, facilities, and information.

2  
3 • Chapter 15, “Insurrection.”

4  
5 • Section 2301(a) - 2331, Chapter 137. *Procurement General.*

6  
7 • Section 2012, *Support and Services for Eligible Organizations Outside Department of*  
8 *Defense.*

9  
10 f. 14 USC 88, 141 (a). Authorizes the USCG to render aid to persons and protect property  
11 at any time and any place at which USCG facilities and personnel are available and can be  
12 effectively utilized. Authorizes the USCG to assist other agencies upon request to perform  
13 activities for which its personnel are especially qualified.

14  
15 g. 18 USC 921, 2332a, *Control of Weapons of Mass Destruction Act of 1996*. This act  
16 defines the terms “destructive device” and “weapon of mass destruction.” This document  
17 also directs training and funding of a training program in this area.

18  
19 h. 31 USC 1535, *The Economy Act*. Authorizes Federal Agencies to provide supplies,  
20 equipment, and material on a reimbursable basis to other Federal Agencies.

21  
22 i. 32 USC 112, *Authority to Use Army and Air National Guard in Certain Counterdrug*  
23 *Operations.*

1 j. 36 USC, *US Congress Act of January 5, 1905, as Amended*. The American National  
2 Red Cross Congressional Charter assigning the authority and responsibility for the ARC to  
3 undertake activities for the relief of individuals suffering from a disaster.

4  
5 k. 39 USC 410 et. Seq. *Postal Reorganization Act*.

6  
7 l. 41 USC, *Public Contracts*.

8  
9 m. 42 USC 3030, *Elder Americans Act of 1965, as Amended*. This provision authorizes  
10 the Commissioner of the Administration on Aging to reimburse States for social services  
11 provided to older Americans following a Presidentially-declared disaster.

12  
13 n. 49 USC 10724 and 11121 to 11128, *Interstate Commerce Act, Emergency Rates*. These  
14 authorities allow the Interstate Commerce Commission (ICC) to authorize a common carrier  
15 to give reduced rates for service and transportation in an emergency. Further, these  
16 authorities permit the ICC to suspend any car service in the interest of the public and  
17 commerce; to require joint or common use of facilities when that action will best meet the  
18 emergency; to direct preferences or priorities in transportation, embargoes, or movement of  
19 traffic under permits; and to reroute traffic.

20  
21 o. PL 78-410, *Public Health Service Act*, Section 216, 42 USC 217. This provision  
22 authorizes the President, in time of war or upon Presidential declaration of an emergency, to  
23 utilize the PHS to the extent and in the manner that, in the President's judgment, will

1 promote the public interest.

2  
3 p. PL 78-410, *Public Health Service Act*, Section 311 USC 243. This provision authorizes  
4 the Secretary of Health and Human Services to develop (and may take such action as may be  
5 necessary to implement) a plan under which personnel, equipment, medical services, and  
6 other resources of the PHS and other agencies under the jurisdiction of the Secretary may be  
7 effectively used to control epidemics of any disease or condition, as specified, and to meet  
8 other health emergencies or problems involving or resulting from disaster or any such  
9 disease.

10  
11 q. PL 78-410, *Defense Health Service Act*, Section 319. This provision authorizes the  
12 Secretary of Health and Human Services to take appropriate action to respond to a “public  
13 health emergency” resulting from disease, disorder, or other cause. The Secretary must  
14 consult with the Director of the National Institute of Health, Administrator of the Alcohol,  
15 Drug Abuse, and Mental Health Administration, Commissioner of the Food and Drug  
16 Administration, or the Director of the Center for Disease Control before determining that an  
17 emergency exists, and he or she must act through that official in responding to the  
18 emergency.

19  
20 r. PL 81-774, *Defense Production Act of 1950, as amended*, 50 USC 2061, Title I, Section  
21 101(a) and 101(b). This provision authorizes the President to establish performance priorities  
22 and to allocate materials and facilities to promote the national defense.

1 s. PL 84-99, *The Flood Control Act of 1941*, As Amended (Section 701n, et. sec. of 33  
2 USC).

3  
4 t. PL 92-500, *Federal Water Pollution Control Act*, as Amended, (Sections 1251-1386, of  
5 33 USC, *Clean Water Act*).

6  
7 u. PL 93-288, as Amended, *Robert T. Stafford Disaster Relief and Emergency Assistance*  
8 *Act*, Implemented By Food Distribution Regulations, Parts 250-1(b) and 250.8(e). These  
9 provisions allow any person or household temporarily displaced by a disaster to obtain  
10 USDA foods in congregate feeding provided by volunteer organizations such as the ARC and  
11 the Salvation Army; no formal approval is required from USDA. Additionally, low income  
12 families can receive household distributions of food in situations where a food stamp  
13 program is not available (e.g., commercial channels of trade are disrupted); formal USDA  
14 approval is required.

15  
16 v. PL 93-313, *Cooperative Forestry Assistance Act of 1978*. This Act authorizes the  
17 Secretary of Agriculture to assist in the prevention and control of rural fires through  
18 coordination among federal, state, and local agencies, and to provide prompt and adequate  
19 assistance whenever a rural fire emergency overwhelms, or threatens to overwhelm, the  
20 firefighting capability of the affected state or rural area.

21  
22 w. PL 94-524, *Presidential Protection Assistance Act of 1976*.

1       x. PL 95-124, *Earthquake Hazards Reduction Act of 1977*, 42 USC 7701 and 7704. This  
2       act, as amended by PL 96-472 and PL 99-105, provides for the establishment of the National  
3       Earthquake Hazards Reduction Program (NEHRP) to reduce the risk to life and property  
4       from future earthquakes in the United States. FEMA is designated as the agency with  
5       primary responsibilities to plan and coordinate the NEHRP, which has five major elements:  
6       hazard delineation and assessment; earthquake prediction research; seismic design and  
7       engineering research; preparedness planning and hazard awareness; and fundamental  
8       seismological studies. Planning for the federal response to a catastrophic earthquake is a  
9       major aspect of preparedness planning and hazard awareness under the NEHRP.

10  
11       y. PL 96-510, *Comprehensive Environmental Response, Compensation, and Liability Act*  
12       *of 1980*, Section 104(i), 42 USC 9604(I). More popularly known as *Superfund*,  
13       Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) was  
14       passed to provide the needed general authority for federal and state governments to respond  
15       directly to hazardous substances incidents.

16  
17       z. PL 101-640, *Water Resources Development Act of 1990*, Title III, Section 302, 5(A)(1).  
18       This Act amends 33 USC 701(n)(a)(1) by replacing the term “flood emergency preparation”  
19       to include “preparation for emergency response to any disaster” and includes a provision that  
20       “The emergency fund may be expended for emergency dredging for restoration of authorized  
21       projects for federal navigable channels and waterways made necessary by flood, drought,  
22       earthquake, or other natural disasters.”

1     aa. *Communications Act of 1934, As Amended*. This Act gives the Federal  
2     Communications Commission emergency authority to grant special temporary authority on an  
3     expedited basis to operate radio frequency devices. It serves as the basis for obtaining a  
4     temporary permit to establish an odd radio station and broadcast public service  
5     announcements during the immediate aftermath of an emergency or major disaster.

### 7     **3. Government Directives and Agreements**

8  
9     a. PDD-39, *US Policy on Counterterrorism* (Classified). This directive deems terrorism “a  
10    potential threat to national security as well as a criminal act.”

11  
12    b. Executive Order 10480, as Amended, *Further Providing for the Administration of the*  
13    *Defense Mobilization Program*. Part II of the order delegates to the Director, FEMA (with  
14    authority to re-delegate) the priorities and allocation functions conferred on the President by  
15    Title I of the Defense Production Act of 1950, as amended.

16  
17    c. Executive Order 12148, *Federal Emergency Management*. Transferred functions and  
18    responsibilities associated with federal emergency management to the Director, FEMA.  
19    Assigns the Director, FEMA, the responsibility to establish federal policies for and to  
20    coordinate all civil defense and civil emergency planning, management, mitigation, and  
21    assistance functions of executive agencies.

1 d. Executive Order 12656, *Assignment of Emergency Preparedness Responsibilities*. This  
2 order assigns emergency preparedness “primary responsibilities” and “support  
3 responsibilities” to the federal agencies, including the Department of Defense. It also  
4 establishes FEMA as the coordinating agency for all other federal agencies.

5  
6 e. Executive Order 12657, *FEMA Assistance In Emergency Preparedness Planning At*  
7 *Commercial Nuclear Power Plants*. Assigns FEMA and other federal agencies certain  
8 emergency planning responsibilities related to commercial nuclear power plants.

9  
10 f. Executive Order 12777, *Implementation of Section 311 of the Federal Water Pollution*  
11 *Act of October 18, 1972, as Amended, and the Oil Pollution Act of 1990*. Refers to certain  
12 activities of the national response team and the regional response team under the NCP.

13  
14 g. 7 CFR, Part 250.1(B)(10)&(11). Refers to Section 409 and 410 b of PL 93-288, *Robert*  
15 *T. Stafford Disaster Relief and Emergency Assistance Act*, as amended, which reads, “The  
16 Secretary of Agriculture shall utilize funds appropriated under Section 32 of the Act of  
17 August 1935 (7 USC 612 c) to purchase food commodities necessary to provide adequate  
18 supplies for use in any area of the United States in the event of a major disaster or emergency  
19 in such area.”

20  
21 h. 28 CFR, Part 65, *Emergency Federal Law Enforcement Assistance*, Final Rule. These  
22 DOJ regulations implement the emergency federal law enforcement assistance functions  
23 vested in the Attorney General by the Justice Assistance Act of 1984 (PL 98-473). Those

1 functions were established to assist state and/or local units of government in responding to a  
2 law enforcement emergency. The Act defines the term “law enforcement emergency” as an  
3 uncommon situation which requires law enforcement, which is or threatens to become of  
4 serious or epidemic proportions, and with respect to which state and local resources are  
5 inadequate to protect the lives and property of citizens, or to enforce the criminal law.

6 Emergencies which are not of an ongoing or chronic nature, such as the Mount Saint Helens  
7 volcanic eruption, are eligible for federal law enforcement assistance. Such assistance is  
8 defined as funds equipment, training, intelligence information, and personnel. Requests for  
9 assistance must be submitted in writing to the Attorney General by the chief executive officer  
10 of a state. The plan does not cover the provision of law enforcement assistance. Such  
11 assistance will be provided in accordance with the regulations referred to in this paragraph  
12 [28 CFR Part 65, implementing the Justice Assistance Act of 1984] or pursuant to any other  
13 applicable authority of the DOJ.

14  
15 i. 40 CFR, Part 300, *National Oil and Hazardous Substances Pollution Contingency Plan*  
16 (*NCP*). This act provides the organizational structure and procedures for preparing for and  
17 responding to discharges of oil and releases or substantial threats of releases of hazardous  
18 substances, pollutants, and contaminants. The responsibilities of FEMA and the Department  
19 of Defense are listed at Part 300.175. The plan is required by section 105 of CERCLA, 42  
20 USC 9605, and by section 311(c)(2) of the Clean Water Act, as amended, 33 USC  
21 1321(c)(2).

j. 44 CFR, Part 3222, As Amended, *Defense Production: Priorities and Allocation Authority (DMA-3)*. The order delegates the functions of the Director, FEMA, under Title I of the Defense Production Act, as amended, to those offices and agencies named in Section 201 of Executive Order 10480 with respect to the areas of responsibility designated and to the Secretary of Transportation with respect to priorities and allocations for civil transportation services.

k. 46 CFR 8922 and 46 CFR 8923, *Food Stamp Act of 1977*, Section 5(h)(1), implemented by proposed final rule making. Authorizes the Department of Agriculture to make food stamps available to low income households in any disaster situation in which normal channels of retail food distribution have been restored and the existing food stamp program cannot handle applications from affected households. Food stamp assistance must be requested by a state.

l. *Memorandum of Understanding between the Department of Defense and the Departments of Agriculture and Interior.*

m. *Memorandum of Understanding between the Department of the Army/DOD Executive Agent and the National Interagency Fire Center, August 8, 1990.*

n. *Department of Justice and Immigration and Naturalization Service Immigration Emergency Plan Operation DISTANT SHORE, Coordinating Draft, November 4, 1993.*

1 o. *Memorandum of Understanding among DOD, GSA, and USDA.*

2

3 p. *Memorandum of Understanding between DOD and United States Postal Service.*

4

5 q. *Statement of Understanding Between the Federal Emergency Management Agency and*  
6 *the American National Red Cross.* The statement describes major responsibilities in disaster  
7 preparedness planning and operations in the event of a war-caused national emergency or a  
8 peacetime disaster, outlines areas of mutual support and cooperation, and provides a frame of  
9 reference for similar cooperative agreements between State and local governments and the  
10 operations headquarters and chapters of the ARC.

11

12 r. *Memorandum of Understanding Between DOD and the American National Red Cross.*

13

14 s. *Memorandum of Agreement Between FEMA and USACE.*

15

16 t. *Federal Communications Commission Report and Order of August 4, 1981.* This order  
17 establishes a disaster radio response capability for local government and state radio services.

18

19 u. *National Plan For Telecommunications Support In Non-Wartime Emergencies.* This  
20 plan provides guidance in planning for and providing telecommunications support for federal  
21 agencies involved in emergencies, major disasters, and other exigencies, excluding war.

22

23

v. Federal Preparedness Circular 8, *Public Affairs In Emergencies*. This circular establishes the Interagency Committee on Public Affairs in Emergencies to coordinate public information planning and operations for management of emergency information.

w. *American Red Cross Disaster Services Regulations and Procedures*, ARC 3003. This document details the delegation of disaster services program responsibilities to officials and units of the ARC. Also defined are Red Cross administrative regulations and procedures for disaster planning, preparedness, and response.

x. *American National Red Cross Mass Care Preparedness and Operation Procedures and Regulations*, ARC 3031. This document details the Red Cross mass care program.

y. *American National Red Cross National Board of Governors Disaster Services Policy Statement*. This document outlines the basic policies of the ARC disaster services program, and the disaster relief services to be provided by units of the ARC on a uniform and nationwide basis.

#### **4. DOD Directives and Plans**

a. DODD 1225.6, *Equipping the Reserve Forces*.

b. DODI 1235-12, *Accessing the Ready Reserves*.

c. DODD 2000.12, *DOD Combatting Terrorism Program*.

1 d. DOD 2000.15, *Support to Special Events*.

2  
3 e. DODD 3020.36, *Assignment of National Security Emergency Preparedness (NSEP)*  
4 *Responsibilities to DOD Components*.

5  
6 f. DODD 3025.1, *Military Support to Civil Authorities*. The directive outlines MSCA  
7 policy and assigns responsibilities for MSCA within the Department of Defense. This  
8 directive outlines DOD policy on assistance to the civilian sector during disasters and other  
9 emergencies. Use of DOD military resources in civil emergency relief operations will be  
10 limited to those resources not immediately required for the execution of the primary defense  
11 mission. Normally, DOD military resources will be committed as a supplement to non-DOD  
12 resources required to cope with the humanitarian and property protection requirement caused  
13 by the emergency. In any emergency, commanders are authorized to employ DOD resources  
14 to save lives, prevent human suffering, or mitigate great property loss. Upon declaration of a  
15 major disaster under the provisions of PL 93-288, as amended, the SECARMY is the DOD  
16 executive agent, and the DOMS is the action agent for civil emergency relief operations.  
17 Military personnel will be under command of and directly responsible to their military  
18 superiors and will not be used to enforce or execute civil law in violation of 18 USC 1385  
19 except as otherwise authorized by law. Military resources shall not be procured, stockpiled,  
20 or developed solely to provide assistance to civil authorities during emergencies.

21  
22 g. DODD 3025.1-M, *Manual for Civil Emergencies*. Provides guidance for the  
23 preparation, coordination and execution of military support to civil authorities during civil

1 emergencies within the United States, its territories, and possessions. It also provides  
2 guidance for the use of funds from the Defense Emergency Response Fund.

3  
4 h. DODD 3025.12, *Military Assistance for Civil Disturbances*. The directive outlines  
5 MACDIS policy and assigns responsibilities for MACDIS within the Department of Defense.

6  
7 i. DODD 3025.13, *Employment of DOD Resources in Support of the US Secret Service*.

8  
9 j. DODD 3025.15, *Military Assistance to Civil Authorities*, February 18, 1997. Provides  
10 specific approval authorities and procedures in the case of support requests, acts or threats of  
11 terrorism, and requests for support from civilian law enforcement authorities or when forces  
12 involved are assigned to unified combatant commanders.

13  
14 k. DODD 3150.5, *DOD Response to Improvised Nuclear Device (IND) Incidents*.

15  
16 l. DODD 3150.8, *DOD Response to Radiological Accidents*.

17  
18 m. DODD 4000.19, *Interservice and Interdepartmental Support*.

19  
20 n. DODD 4500.9, *Transportation and Traffic Management*.

21  
22 o. DODD 4500.43, *Operation Support Airlift (OSA)*.

1 p. DODI 5030.34, *Agreement Between the United States Secret Service and the*  
2 *Department of Defense Concerning Protection of the President and Other Officials.*

3  
4 q. DODD 5030.41, *Oil and Hazardous Substances Pollution Prevention and Contingency*  
5 *Program.*

6  
7 r. DODD 5030.46, *Assistance to the District of Colombia Government in Combatting*  
8 *Crime.*

9  
10 s. DODD 5030.50, *Employment of Department of Defense Resources in Support of the*  
11 *United States Postal Service.*

12  
13 t. DODD 5100.1, *Functions of DOD and its Major Components.*

14  
15 u. DODD 5100.41, *Executive Agent Responsibilities for the National Communications*  
16 *System.*

17  
18 v. DODD 5200.27, *Acquisition of Information Concerning Persons and Organizations Not*  
19 *Affiliated with Department of Defense.*

20  
21 w. DODD S-5210.36, *Provision of DOD Sensitive Support to DOD Components and*  
22 *Other Agencies of the US Government.*

x. DODD 5210.56, *Use of Deadly Force and the Carrying of Firearms by DOD Personnel Engaged in Law Enforcement and Security Duties.*

y. DODD 5240.1, *DOD Intelligence Activities.*

z. DODD 5240.2, *DOD Counterintelligence Activities.*

aa. DODD 5240.10 *DOD Counterintelligence Support to Unified and Specified Commands.*

bb. DODD 5525.5, *DOD Cooperation with Civilian Law Enforcement Officials.* The directive outlines DOD policy and procedures for support to civilian law enforcement officials and agencies, and assigns responsibilities.

cc. DODD 5525.7, *Implementation of the Memorandum of Understanding between the Department of Justice and the Department of Defense Relating to the Investigation and Prosecution of certain Crimes.*

dd. DODI 5525.10, *Using Military Working Dog Teams (MWDTs) to Support Law Enforcement Agencies in Counterdrug Missions.*

ee. DOD 7000-14R, *DOD Financial Management Regulation: Accounting Policy and Procedures Vol 4, Disbursing Policy and Procedures, Vol 5, Military Pay Policy and*

1 *Procedures, Vol. 7a.*

2

3 ff. DODI 7200.9, *Financing and Reporting Costs of Resources Used in Civil Disturbances.*

4

5 gg. DOD 7220.9-M, *DOD Accounting Manual.*

6

7 hh. DODD 8910.1, *Management and Control of Information Requirements.*

8

9 ii. DODD 8910.1-M, *DOD Procedures for Management of Information Requirements.*

10

11 jj. Memorandum from Executive Secretary, Department of Defense, subject: *DOD*

12 *Explosive Ordnance Disposal (EOD) Support to the US Secret Service (USSS) and the US*

13 *Department of State (DOS).*

14

15 kk. Department of Defense OPLAN EOD Support to USSS and DOS for VIPs.

16

17 ll. *DOD Civil Disturbance Plan: GARDEN PLOT*, authorized by DODD 3025.12.

18

19 mm. Department of Defense Postal Augmentation Plan, GRAPHIC HAND.

20

21 nn. *DOD/FORSCOM Mass Immigration Emergency Plan LEGACY FREEDOM*

22 (CLASSIFIED).

23

oo. *DOD Handbook of DOD Assets and Capabilities for Response to a Nuclear, Biological, or Chemical Incident*. This joint staff executive primer summarizes DOD, DOS, DOE, and FEMA current plans, resources, and capabilities to respond to a chemical, biological, radiological, or nuclear incident. It contains a discussion of current and evolving military and civil consequence management to a terrorist incident involving WMDs in which the Department of Defense has a primary responsibility to respond in a supporting role.

## 5. Joint Publications

a. CJCSI 3121.01, *Standing Rules of Engagement for US Forces*.

b. CJCSI 3125.01, *Military Assistance to Domestic Consequence Management Operations in Response to a Chemical, Biological, Radiological, Nuclear, or High-Yield Explosive Situation*

c. CJCSI 3216.01, *Military Assistance to Civil Authorities*.

d. CJCSM 3105.04A, *Universal Joint Task List*.

e. CJCSM-1244-96, *Emergency DOD Support During the 1966 Olympic Games*.

f. JP 0-2, *Unified Action Armed Forces (UNAAF)*.

1 g. JP 1-02, *Department of Defense Dictionary of Military and Associated Terms*.

2

3 h. JP 1-05, *Religious Ministry Support for Joint Operations*.

4

5 i. JP 2-0, *Doctrine for Intelligence Support to Joint Operations*.

6

7 j. JP 2-01, *Joint Intelligence Support to Military Operations*.

8

9 k. JP 2-02, *National Intelligence Support to Joint Operations*.

10

11 l. JP 2-03, *Joint Tactics, Techniques, and Procedures for Geospatial Information and*  
12 *Services Support to Joint Operations*.

13

14 m. JP 3-0, *Doctrine for Joint Operations*.

15

16 n. JP 3-05, *Doctrine for Joint Special Operations*.

17

18 o. JP 3-07, *Joint Doctrine for Military Operations Other Than War*.

19

20 p. JP 3-07.2, *Joint Tactics, Techniques, and Procedures for Antiterrorism*.

21

22 q. JP 3-07.4, *Joint Counterdrug Operations*.

23

1 r. JP 3-08, *Interagency Coordination During Joint Operations*.

2  
3 s. JP 3-50, *National Search and Rescue Manual Vol I: National Search and Rescue*  
4 *System*.

5  
6 t. JP 3-50.1, *National Search and Rescue Manual Vol II: Planning Handbook*.

7  
8 u. JP 3-53, *Doctrine for Joint Psychological Operations*.

9  
10 v. JP 3-54, *Joint Doctrine for Operations Security*.

11  
12 w. JP 3-57, *Joint Doctrine for Civil- Military Operations*.

13  
14 x. JP 4-0, *Doctrine for Logistic Support of Joint Operations*.

15  
16 y. JP 4-01.1, *Joint Tactics, Techniques, and Procedures for Airlift Support to Joint*  
17 *Operations*.

18  
19 z. JP 4-01.3, *Joint Tactics, Techniques, and Procedures for Movement Control*.

20  
21 aa. JP 4-02, *Doctrine for Health Service Support in Joint Operations*.

22  
23 bb. JP 4-02.1, *Joint Tactics, Techniques, and Procedures for Health Service Logistics*

1 *Support in Joint Operations.*

2

3 cc. JP 4-04, *Joint Doctrine for Civil Engineering Support.*

4

5 dd. JP 4-06, *Joint Tactics, Techniques, and Procedures for Mortuary Affairs in Joint Operations.*

6

7 ee. JP 5-00.2, *Joint Task Force Planning Guidance and Procedures.*

8

9 ff. JP 6-0, *Doctrine for Command, Control, Communications, and Computer (C4) Systems*

10 *Support to Joint Operations.*

11

12 gg. *Joint Task Force Andrew (JTFA) After Action Report (AAR).* Miami, Fla., FEMA,

13 DFO,. Joint Task Force Andrew, 1992. The JTFA AAR is a compilation of executive

14 summaries with enclosures and supporting Joint Uniform Lessons Learned Reports

15 observations that provide details about operations conducted.

16

17 **6. Service Publications**

18

19 a. FM 19-15, *Civil Disturbances.*

20

21 b. FM 100-19/FMFM 7-10, *Domestic Support Operations.*

22

23

c. Center for Army Lessons Learned Newsletter, *Operations Other Than War: Disaster Assistance*. Fort Leavenworth, KS, US Army Combined Arms Command.

d. Center for Army Lessons Learned Newsletter, *Counterdrug (CD) Operations*, Fort Leavenworth, KS, US Army Combined Arms Command.

e. Foster, Gaines M., *The Demands of Humanity: Army Medical Disaster Relief*. Washington: Center of Military History, US Department of the Army, 1983.

f. Coakley, Robert W., *The Role of Federal Military Forces in Domestic Disorder 1789-1878*. Washington: Center of Military History, United States Army. 1988.

## APPENDIX D

### ADMINISTRATIVE INSTRUCTIONS

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## GLOSSARY

### PART I — ABBREVIATIONS AND ACRONYMS

1		
2		
3		
4		
5	AAR	after-action report
6	AFB	Air Force Base
7	AFRAT	Air Force Radiation Assessment Team
8	AFRRI	Armed Forces Radiobiology Research Institute
9	AFTAC	Air Force Technical Applications Center
10	AG	advisory group
11	AIT	aeromedical isolation team
12	ANG	Air National Guard
13	AO	area of operations
14	AOR	area of responsibility
15	APHIS	Animal and Plant Health Inspection Service
16	ARC	American Red Cross
17	ATRAP	air transportable radioactivity detection indication and computation
18		(RADIAC) package
19	ATSD(CS)	Assistant to the Secretary of Defense (Civil Support)
20		
21	BDRP	Biological Defense Research Program
22	BL	biocontainment level
23	BN	battalion

1	BW	biological warfare
2		
3	C2	command and control
4	C4	command, control, communications, and computers
5	CA	civil affairs
6	CAIRA	chemical accident and incident response and assistance
7	CB	chemical-biological
8	CB-CT	chemical-biological counterterrorism team
9	CBIRF	chemical-biological incident response force
10	CBRED	chemical-biological, radiological, environmental defense
11	C/B-RRT	chemical-biological rapid response team
12	CBRT	chemical-biological response team
13	CCST	Chemical Casualty Site Team
14	CERCLA	Comprehensive Environmental Response, Compensation,
15		and Liability Act
16	CFR	Code of Federal Regulation
17	CINC	commander in chief
18	CJCSI	Chairman of the Joint Chiefs of Staff Instruction
19	CJCSM	Chairman of the Joint Chiefs of Staff Memorandum
20	CJTF	commander, joint task force
21	CM	consequence management
22	CO	company
23	COCOM	combatant command (command authority)

1	CONUS	continental United States
2	CP	command post
3	CRTF	crisis response task force
4	CS	civil support
5	CSD	Chemical Support Division
6	CSEPP	Chemical Stockpile Emergency Preparedness Program
7	CST	Civil Support Team
8	DCE	defense coordinating element
9	DCO	defense coordinating officer
10	DEST	domestic emergency support team
11	DFAS	Defense Finance and Accounting Service
12	DFO	disaster field office
13	DHHS	Department of Health and Human Services
14	DIRMOBFOR	director of mobility forces
15	DISA	Defense Information System Agency
16	DJTFAC	deployable joint task force augmentation cell
17	DLA	Defense Logistics Agency
18	DLEA	drug law enforcement agency
19	DMC	defense movement coordinator
20	DNAT	defense nuclear advisory team
21	DOD	Department of Defense
22	DODD	Department of Defense Directive
23	DODI	Department of Defense Instruction

1	DODRDB	Department of Defense Resource Data Base
2	DOE	Department of Energy
3	DOI	Department of the Interior
4	DOJ	Department of Justice
5	DOMS	Director of Military Support
6	DOT	Department of Transportation
7	DRO	domestic relief operations
8	DSO	domestic support operations
9	DTRA	Defense Threat Reduction Agency
10	DTRAAT	Defense Threat Reduction Agency Advisory Team
11	DTRG	Defense Technical Response Group
12		
13	EMS	emergency medical services
14	EOD	explosive ordnance disposal
15	EPA	Environmental Protection Agency
16	EPLO	emergency preparedness liaison officer
17	EPP	emergency preparedness policy
18	ERDEC	Edgewood Research, Development and Engineering Center
19	ESF	emergency support function
20	ESSO	executive support staff officer
21		
22	FAA	Federal Aviation Administration
23	FBI	Federal Bureau of Investigation

1	FCO	federal coordinating officer
2	FEMA	Federal Emergency Management Agency
3	FORSCOM	United States Army Forces Command
4	FRERP	Federal Radiological Emergency Response Plan
5	FRP	Federal Response Plan
6		
7	GPO	Government Printing Office
8	GSA	General Services Administration
9		
10	HAZMAT	hazardous material
11	HLD	homeland defense
12	HLS	homeland security
13	HYE	high-yield explosive
14	HQ	headquarters
15		
16	ICC	Interstate Commerce Commission
17	IED	improvised explosive device
18	INS	Immigration and Naturalization Service
19		
20	JNACC	Joint Nuclear Accident Coordination Center
21	JOPES	Joint Operation Planning and Execution System
22	JP	joint publication
23	JRMP	joint regional medical planner

1	JSCP	Joint Strategic Capabilities Plan
2	JSOTF	joint special operations task force
3	JTF	joint task force
4	JTF-A	Joint Task Force-Andrew
5	JTF-CS	Joint Task Force-Civil Support
6		
7	LEA	law enforcement agency
8	LFA	lead federal agency
9	LNO	liaison officer
10		
11	MACA	military assistance to civil authorities
12	MACDIS	military assistance for civil disturbance
13	MAFFS	Modular Airborne Firefighting System
14	MARS	Mobile Analytical Response System
15	MCBAT	Medical Chemical Biological Advisory Team
16	MLO	military liaison officer
17	MOA	memorandum of agreement
18	MOE	measures of effectiveness
19	MOPP	mission-oriented protective posture
20	MOOTW	military operations other than war
21	MSCA	military support to civil authorities
22	MSCLEA	military support to civilian law enforcement agencies
23	MTF	medical treatment facility

1	NAIRA	nuclear accident or incident response and assistance
2	NASA	National Aeronautics and Space Administration
3	NBC	nuclear, biological, and chemical
4	NCA	National Command Authorities
5	NCP	National Oil and Hazardous Substance Pollution Contingency
6		Plan
7	NCS	National Communications System
8	NDMS	National Disaster Medical System
9	NEHRP	National Earthquake Hazards Reduction Program
10	NEPMU	Navy environmental and preventive medicine unit
11	NG	National Guard
12	NIFC	National Interagency Fire Center
13	NMRI	Navy Medical Research Institute
14	NRC	Nuclear Regulatory Commission
15	NRL	Naval Research Laboratory
16		
17	OPCON	operational control
18	OSC	on-scene commander
19		
20	PA	public affairs
21	PAO	public affairs officer
22	PDD	Presidential Decision Directive
23	PHS	Public Health Service

1	PL	public law
2	POMSO	plans, operations, and military support officer
3	PSYOP	psychological operations
4		
5	RADCON	radiological control team
6	RADIAC	radioactivity detection indication and computation
7	RDT & E	research, development, test and evaluation
8	ROE	rules of engagement
9	RTF	response task force
10	RTF-E	Response Task Force-East
11	RTF-W	Response Task Force-West
12		
13	SBCCOM	Soldier, Biological, and Chemical Command
14	SCO	state coordinating officer
15	SCRAG	senior civilian representative of the Attorney General
16	SECARMY	Secretary of the Army
17	SecDef	Secretary of Defense
18	SECNAV	Secretary of the Navy
19	SIED	special improvised explosive device
20	SJA	staff judge advocate
21	SME	subject matter expert
22	SOFA	status-of-forces agreement
23	SRF	Service response force

1	SROE	standing rules of engagement
2	STARC	state area coordinators
3		
4	TAG	The Adjutant General
5	TEU	technical escort unit
6	TREAS	Department of the Treasury
7		
8	UCP	Unified Command Plan
9	UJTL	Universal Joint Task List
10	USACE	United States Army Corps of Engineers
11	USAHS	United States Army Health Services
12	USAMRICD	United States Army Medical Research Institute
13		of Chemical Defense
14	USAMRIID	United States Army Medical Research Institute
15		of Infectious Diseases
16	USANCA	United States Army Nuclear and Chemical Agency
17	USC	United States Code
18	USCG	United States Coast Guard
19	USCINCFJCOM	Commander in Chief, United States Joint Forces Command
20	USCINCPAC	Commander in Chief, United States Pacific Command
21	USCINCSOC	Commander in Chief, United States Special Operations Command
22	USCINCSO	Commander in Chief, United States Southern Command
23	USCINCTRANS	Commander in Chief, United States Transportation Command

1	USCS	United States Customs Service
2	USDA	United States Department of Agriculture
3	USJFCOM	United States Joint Forces Command
4	USG	United States Government
5	USSOUTHCOM	United States Southern Command
6	USPS	United States Postal Service
7	USSS	United States Secret Service
8	USTRANSCOM	United States Transportation Command
9		
10	VIP	very important person
11		
12	WMD	weapon of mass destruction
13	WMD-CST	weapon of mass destruction-civil support team
14		

## PART II — TERMS AND DEFINITIONS

**ALL HAZARDS.** Natural or man-made events including, without limitation, any civil disturbances that may result in major disasters or emergencies. (DOD 3025.1-M) (This term and its definition are applicable only in the context of JP 3-07.7 and cannot be referenced outside of this publication.)

**attack.** Any attack or series of attacks by an enemy of the United States causing, or that may cause, substantial damage or injury to civilian property or persons in the United States in any manner, by sabotage or by the use of bombs, shell fire, nuclear, radiological, chemical, bacteriological or biological means, computer network attack, logic bombs, malicious code, or other weapons or processes under the Federal Civil Defense Act of 1950, 50 USC, Appendix 2252. (This term and its definition are applicable only in the context of JP 3-07.7 and cannot be referenced outside of this publication.)

**base support installation.** An **installation** of any Service or Defense Agency designated by a commander in chief of any unified command to provide the defense coordinating officer specified, integrated resource support to Department of Defense military support to civil authorities response effort. This installation is normally located outside of, but within a relative proximity to, the disaster area. (This term and its definition are applicable only in the context of JP 3-07.7 and cannot be referenced outside of this publication.)

**catastrophic disaster.** See domestic **emergencies**.

1 **catastrophic disaster response group.** A group of representatives at the national level from  
2 the Federal **departments** and agencies that have Federal Response Plan support  
3 responsibilities. Its primary role is that of a centralized, liaison-coordinating group  
4 available at the call of the chairperson. Its members have timely access to the appropriate  
5 policy makers in their respective parent organizations in order to facilitate decisions on  
6 problems and policy issues, should they arise. The group oversees the national level  
7 response support effort and coordinates the efforts of the emergency support function lead  
8 and support agencies in supporting federal regional requirements. The group serves as a  
9 mechanism to bring to bear all federal authorities, resources, capabilities, and expertise that  
10 can contribute to an enhanced Federal response capability. Also called the CDRG. (DOD  
11 3025.1-M) (Upon approval of this publication, this term and its definition will be included  
12 in JP 1-02.)

13  
14 **civil authorities.** Those elected and appointed officers and employees who constitute the  
15 government of the United States, of the 50 states, the District of Columbia, the  
16 Commonwealth of Puerto Rico, United States possessions and territories, and political  
17 subdivisions thereof. (Upon approval of this publication, this term and its definition will be  
18 included in JP 1-02.)

19  
20 **civil defense.** All those activities and measures designed or undertaken to: a. minimize the  
21 effects upon the civilian population caused, or which would be caused by an enemy attack  
22 on the United States; b. deal with the immediate emergency conditions that would be  
23 created by any such attack, and c. effectuate emergency repairs to, or the emergency

1 restoration of, vital utilities and facilities destroyed or damaged by any such attack. (JP 1-  
2 02)

3  
4 **civil defense emergency.** See domestic emergencies.

5  
6 **civil disturbances.** See domestic emergencies.

7  
8 **civil emergency.** See domestic emergencies.

9  
10 **civil support.** TBD

11  
12 **civilian law enforcement official.** An officer or employee of a civilian agency with  
13 responsibility for enforcing the laws within the jurisdiction of the agency. These may  
14 include the Drug Enforcement Agency, the Federal Bureau of Investigation, or state police.  
15 (Upon approval of this publication, this term and its definition will be included in JP 1-02.)

16  
17 **consequence management.** Actions which comprise those essential services and activities  
18 required to manage and mitigate problems resulting from disasters and catastrophes,  
19 including natural, manmade, or terrorist incidents. Such services may include  
20 transportation, communications, public works and engineering, fire fighting, information  
21 planning, mass care, resources support, health and medical services, urban search and  
22 rescue, hazardous materials, food, and energy. Also called CM. (Upon approval of this  
23 publication, this term and its definition will be included in JP 1-02.)

1 **continental United States Army.** Regionally oriented commands with geographic  
2 boundaries under the command of US Joint Forces Command (USJFCOM). They are  
3 numbered Armies and are the USJFCOM agent for mobilization, deployment, and domestic  
4 emergency planning and execution. Also called CONUSA. (DOD 3025.1-M) (Upon  
5 approval of this publication, this term and its definition will be included in JP 1-02.)

6  
7 **counterdrug operations.** Civil or military actions taken to reduce or eliminate illicit drug  
8 trafficking. (JP 1-02)

9  
10 **crisis management.** Measures to resolve a hostile situation and to investigate and prepare a  
11 criminal case for prosecution under federal law. Crisis management will include a response  
12 to an incident involving a weapon of mass destruction, special improvised explosive  
13 device, or a hostage crisis that is beyond the capability of the lead federal agency. (CJCSM-  
14 1244-96) (Upon approval of this publication, this term and its definition will be included  
15 in JP 1-02.)

16  
17 **defense coordinating officer.** A military or civilian of any Department of Defense (DOD)  
18 component, who has been designated by the DOD executive agent or responsible DOD  
19 component to exercise some delegated authority of the DOD executive agent to coordinate  
20 military support to civil authorities activities under DOD Directive 3025.1. The authority  
21 of each defense coordinating officer will be jointly defined in documentation issued or  
22 authorized by the DOD executive agent and the supported commander, and will be limited  
23 either to the requirements of a specified interagency planning process or to a specified

geographical area or emergency. Also called DCO. (Upon approval of this publication, this term and its definition will be included in JP 1-02.)

**disaster field office.** The temporary office established in or near the designated disaster area from which the federal coordinating officer and/or staff coordinate response activities.

Also called DFO. (This term and its definition are applicable only in the context of JP 3-07.7 and cannot be referenced outside of this publication.)

**domestic emergencies.** Emergencies affecting the public welfare and occurring within the 50 states, District of Columbia, Commonwealth of Puerto Rico, US possessions and territories, or any political subdivision thereof, as a result of enemy attack, insurrection, civil disturbance, earthquake, fire, flood, or other public disasters or equivalent emergencies that endanger life and property or disrupt the usual process of government. The term “domestic emergency” includes any or all of the emergency conditions defined as follows.

**Civil Defense Emergencies.** A disaster situation resulting from devastation created by an enemy attack and requiring emergency operations during and following that attack. It may be proclaimed by appropriate authority in anticipation of an attack.

**Natural or Man-made Disasters.** These include all natural or man-made disasters except those created as a result of enemy attack or criminal intent. May include any flood, fire, hurricane, tornado, earthquake, or other catastrophe which, in the determination of the

1 President, is or threatens to be of sufficient severity and magnitude to warrant disaster  
2 assistance by the Federal Government. ~~Included also are environmental, radiological, and~~  
3 ~~mass immigration emergencies and postal augmentation.~~

4  
5 Law Enforcement Emergencies. These are emergencies resulting from civil disturbances,  
6 such as riots, acts of violence, insurrections, unlawful obstructions or assemblages, or other  
7 disorders and criminal activity prejudicial to public law and order. Also included are  
8 responses to acts or threats of terrorism.

9  
10 **Chemical, biological, radiological, or high yield explosive (CBRNE) Incidents.** These  
11 are emergencies resulting from the deliberate or unintentional use of a WMD, the deliberate  
12 or unintentional release of nuclear, biological, radiological, or toxic or poisonous chemical  
13 materials, or the detonation of a high yield explosive (Upon approval of this publication,  
14 this term and its definition will modify the existing term and its definition and will be  
15 included in JP 1-02.)

16  
17 **domestic relief operations.** Those activities taken by the Department of Defense to provide  
18 assistance and support to any civil government agency in response to domestic emergencies  
19 resulting from natural or man-made disasters (other than terrorist incidents). (Upon  
20 approval of this publication, this term and its definition will be included in JP 1-02.)

21  
22 **domestic support operations.** Those activities and measures taken by the Department of  
23 Defense to foster mutual assistance and support between the Department of Defense and

1 any civil government agency in planning or preparedness for, or in the application of  
2 resources for response to, the consequences of civil emergencies or attacks, including  
3 national security emergencies. (JP 1-02)

4  
5 **emergency.** See domestic emergencies.

6  
7 **emergency preparedness liaison officer.** The emergency preparedness liaison officer is a  
8 senior Reserve officer who represents their Service at the appropriate military headquarters  
9 and civilian agencies that have plans and coordination responsibilities in support of the  
10 military support to civil authorities program. Reserve officers serving as these liaison  
11 officers can volunteer for active duty in a peacetime disaster. Primary responsibilities for  
12 peacetime disasters will include planning and coordinating Service role in the various  
13 disaster plans and contingencies. These liaison officers are assigned to the Federal  
14 Emergency Management Agency (FEMA) Headquarters, FEMA, USJFCOM, the  
15 continental United States Armies, and the state area commands. Also called EPLO. (DOD  
16 3025.1-M) (Upon approval of this publication, this term and its definition will be included  
17 in JP 1-02.)

18  
19 **emergency support function.** A functional area of response activity established to facilitate  
20 coordinated Federal delivery of assistance required during the immediate response phase  
21 after a major disaster or civil emergency to save lives, protect property and public health,  
22 and maintain public safety. Emergency support functions represent those types of  
23 supplemented federal assistance that the state likely will need most because of the

overwhelming impact of a disaster or emergency situation. Also called ESF. (DOD 3025.1-M) (Upon approval of this publication, this term and its definition will be included in JP 1-02.)

**emergency support team.** A team of Federal Emergency Management Agency (FEMA) specialists, capable of rapid activation at FEMA headquarters, that will assume national-level coordination of emergency operations and provide support to the response structure in the field. To accomplish its mission, the team must be responsive to field requirements, foster and support interagency coordination, and develop an accurate situation assessment of the emergency. Also called EST. (This term and its definition are applicable only in the context of JP 3-07.7 and cannot be referenced outside of this publication.)

**execute order.** 1. An order issued by the Chairman of the Joint Chiefs of Staff, by the authority and at the direction of the Secretary of Defense, to implement a National Command Authorities decision to initiate military operations. 2. An order to initiate military operations as directed. (JP 1-02)

**executive agent.** A term used in Department of Defense and Service regulations to indicate a delegation of authority by a superior to a subordinate to act on behalf of the superior. An agreement between equals does not create an executive agent. For example, a Service cannot become a Department of Defense executive agent for a particular matter with simply the agreement of the other Services; such authority must be delegated by the Secretary of

1 Defense. Designation as executive agent, in and of itself, confers no authority. The exact  
2 nature and scope of the authority delegated must be stated in the document designating the  
3 executive agent. An executive agent may be limited to providing only administration and  
4 support or coordinating common functions, or it may be delegated authority, direction, and  
5 control over specified resources for specified purposes. (JP 1-02)

6  
7 **explosive ordnance disposal.** The detection, identification, on-site evaluation, rendering  
8 safe, recovery, and final disposal of unexploded explosive ordnance. It may also include  
9 explosive ordnance which has become hazardous by damage or deterioration. (JP 1-02)

10  
11 **extent of damage.** The visible plan area of damage to a target element, usually expressed in  
12 units of 1,000 square feet in detailed damage analysis and in approximate percentages in  
13 immediate-type damage assessment reports; e.g. 50% structural damage. (JP 1-02)

14  
15 **federal coordinating officer.** Appointed by the Director of the Federal Emergency  
16 Management Agency, on behalf of the President, to coordinate federal assistance to a state  
17 affected by a disaster or emergency. The source and level of the federal coordinating  
18 officer will likely depend on the nature of the federal response. Also called FCO. (JP 1-  
19 02)

20  
21 **Federal Response Plan.** The inter-departmental planning mechanism, developed under  
22 Federal Emergency Management Agency leadership, by which the federal government  
23 prepares for and responds to the consequences of catastrophic or major disasters and

1 emergencies. Federal planning and response are coordinated on a functional group basis,  
2 with designated lead and support agencies for each identified functional area. Also called  
3 FRP. (DOD 3025.1-M) (Upon approval of this publication, this term and its definition  
4 will be included in JP 1-02.)  
5

6 **force protection.** Security program designed to protect Service members, civilian  
7 employees, family members, facilities, and equipment, in all locations and situations,  
8 accomplished through the planned and integrated application of combatting terrorism,  
9 physical security, operations security, personnel protective services, and supported by  
10 intelligence, counterintelligence, and other security programs. (JP 1-02)  
11

12 **GARDEN PLOT.** Department of Defense and subordinate headquarters operation plan  
13 addressing civil disturbance operations. (This term and its definition are applicable only in  
14 the context of JP 3-07.7 and cannot be referenced outside of this publication.)  
15

16 **homeland defense.** TBP  
17

18 **homeland security.** TBP  
19

20 **immediate response.** Any form of immediate action taken by a Department of Defense  
21 (DOD) component or military commander, under the authority of DOD Directive 3025.1  
22 and any supplemental guidance prescribed by the Head of a DOD component, to assist civil  
23 authorities or the public to save lives, prevent human suffering, or mitigate great property

1 damage under imminently serious conditions occurring where there has not been any  
2 declaration of catastrophic or major disaster or emergency by the President or attack.  
3 (DOD 3025.1-M) (Upon approval of this publication, this term and its definition will be  
4 included in JP 1-02.)  
5

6 **imminently serious conditions.** Emergency conditions in which, in the judgment of the  
7 military commander or responsible Department of Defense official, immediate and possibly  
8 serious danger threatens the public, and prompt action is needed to save lives, prevent  
9 human suffering, or mitigate great property damage. Under these conditions, timely prior  
10 approval from higher headquarters may not be possible before action is necessary for  
11 effective response. (DOD 3025.1-M) (Upon approval of this publication, this term and its  
12 definition will be included in JP 1-02.)  
13

14 **improvised explosive device.** A device placed or fabricated in an improvised manner  
15 incorporating destructive, lethal, noxious, pyrotechnic, or incendiary chemicals and  
16 designed to destroy, incapacitate, harass, or distract. It may incorporate military stores, but  
17 is normally devised from nonmilitary components. (JP 1-02)  
18

19 **insurrection.** The act of unlawfully rising in open resistance against established authority or  
20 government or against the execution of the laws of government. (Upon approval of this  
21 publication, this term and its definition will be included in JP 1-02.)  
22  
23

1 **joint movement center.** The center established to coordinate the employment of all means  
2 of transportation (including that provided by allies or host nations) to support the concept  
3 of operations. This coordination is accomplished through establishment of transportation  
4 policies within the assigned area of responsibility, consistent with relative urgency of need,  
5 port and terminal capabilities, transportation asset availability, and priorities set by a joint  
6 force commander. (JP 1-02)

7  
8 **lead federal agency.** The federal department or agency assigned primary responsibility to  
9 manage and coordinate a specific emergency support function (ESF) under the Federal  
10 Response Plan (FRP). Lead federal agencies are designated on the basis of their having the  
11 most authorities, resources, capabilities, or expertise relative to accomplishment of the  
12 specific ESF support. Lead federal agencies are responsible for overall planning and  
13 coordination of, in conjunction with their support agencies, the delivery of ESF-related  
14 federal assistance to their state counterparts. Designated officials of the lead federal  
15 agencies serve as federal executive agents, subject to overall coordination and management  
16 of the federal coordinating officer, and have the authority to commit funds and task support  
17 agencies under the authority of 42 United States Code 5121, et seq. as amended, to carry  
18 out the response activities as appropriate within the parameters of the FRP. (DODD 3150.5,  
19 *DOD Response to Nuclear Device Incidents (IND)*, defines this term in the context of that  
20 publication as follows: “In [continental United States] and in US territories and  
21 possessions, the lead federal agency is the FBI [Federal Bureau of Investigation]. In areas  
22 not under FBI jurisdiction, the [Department of State] is the lead federal agency.”) Used to  
23 describe the agency with primary responsibility for an ESF. Also called LFA. (Upon

1 approval of this publication, this term and its definition will be included in JP 1-02.)

2

3 **local government.** Any county, city, village, town, district, or other political subdivision of  
4 any state. (This term and its definition are applicable only in the context of JP 3-07.7 and  
5 cannot be referenced outside of this publication.)

6

7 **major disaster.** See domestic emergencies.

8

9 **military resources.** Military and civilian personnel, facilities, equipment, and supplies under  
10 the control of a Department of Defense component. (JP 1-02)

11

12 **military support to civil authorities.** Those activities and measures taken by the  
13 Department of Defense to foster mutual assistance and support between the Department of  
14 Defense and any civil government agency in planning or preparing for, or in the application  
15 of resources in response to the consequences of civil emergencies or attacks, including  
16 national security emergencies. Also called MSCA. (JP 1-02.)

17

18 **National Disaster Medical System.** An interdepartmental mutual aid system developed by  
19 federal departments and agencies to provide for the medical needs of victims of major  
20 disasters and to provide backup support for Department of Defense and Veterans  
21 Administration medical systems in caring for casualties from military conflicts. The  
22 Department of Health and Human Services serves as the lead federal agency for  
23 administering National Disaster Medical System (NDMS) and coordinates NDMS

1 operations in response to civil emergencies. The Department of Defense could activate and  
2 coordinate NDMS operations in support of military contingencies. Also called NDMS.  
3 (DOD 3025.1-M) (Upon approval of this publication, this term and its definition will be  
4 included in JP 1-02.)  
5

6 **national emergency.** A condition declared by the President or the Congress by virtue of  
7 powers previously vested in them which authorize certain emergency actions to be  
8 undertaken in the national interest. Action to be taken may include partial, full, or total  
9 mobilization of national resources. (JP 1-02)  
10

11 **national security emergency.** Any occurrence, including natural disaster, military attack,  
12 technological emergency, or other emergency, that seriously degrades or threatens the  
13 national security of the United States. (DOD 3025.1-M) (Upon approval of this  
14 publication, this term and its definition will be included in JP 1-02.)  
15

16 **nuclear component.** Weapon components composed of fissionable or fusionable materials  
17 that contribute substantially to nuclear energy released during detonation. Nuclear  
18 components include radioactive boosting materials. (DODD 3150.8) (Upon approval of  
19 this publication, this term and its definition will be included in JP 1-02.)  
20

21 **nuclear weapon(s) accident.** An unexpected event involving nuclear weapons or  
22 radiological nuclear weapon components that results in any of the following a. accidental  
23 or unauthorized launching, firing, or use by US forces or US-supported Allied forces of a

1 nuclear-capable weapons system which could create the risk of an outbreak of war; b.  
2 nuclear detonation; c. -non-nuclear detonation or burning of a nuclear weapon or  
3 radiological nuclear weapon component; d. radioactive contamination; e. seizure, theft,  
4 loss, or destruction of a nuclear weapon or radiological nuclear weapon component,  
5 including jettisoning; f. public hazard, actual or implied. (JP 1-02)

6  
7 **nuclear weapon significant accident.** An unexpected event involving nuclear weapons,  
8 nuclear components, or a nuclear weapon transport or launch vehicle when a nuclear  
9 weapon is mated, loaded, or on board, that does not fall into the nuclear weapon accident  
10 category but that (DODD 3150.8):

11  
12 -results in evident damage to a nuclear weapon or nuclear component to the extent that  
13 major rework, complete replacement, or examination or recertification by DOE is required;

14  
15 -requires immediate action in the interest of safety or nuclear weapons security;

16  
17 -requires immediate action in the interest of safety or nuclear weapons security;

18  
19 -may result in adverse public reaction (national or international); and

20  
21 -could lead to a nuclear weapon accident and warrants that senior national officials or  
22 agencies be informed or take action. (Upon approval of this publication, this term and its  
23 definition will be included in JP 1-02.)

1 **on scene.** The total area that may be impacted by the effects of an extraordinary situation.

2 The on-scene area is divided into mutually exclusive on-site and off-site areas. Area  
3 boundaries may be circular or irregular in shape and will be established by the state  
4 depending on the situation. (DOD 3025.1-M) (Upon approval of this publication, this term  
5 and its definition will be included in JP 1-02.)

6  
7 **planning agent.** A military or civilian official of any Department of Defense (DOD)  
8 component who has been designated by the head of that component to exercise delegated  
9 authority for civil assistance planning for the entire component (i.e., “principal planning  
10 agent”) or for certain subordinate elements or a specified geographic area (e.g., “region  
11 planning agents”). Authority and responsibilities of each planning agent will be defined by  
12 the component and may include civil assistance response as well as planning at the election  
13 of any component. Planning agents’ actual authority will be communicated to others as  
14 determined by the DOD component, or when requested by the DOD executive agent.  
15 (DOD 3025.1-M) (Upon approval of this publication, this term and its definition will be  
16 included in JP 1-02.)

17  
18 **primary agency.** The federal department or agency assigned primary responsibility for  
19 managing and coordinating a specific emergency support function. See also lead federal  
20 agency. (Upon approval of this publication, this term and its definition will be included in  
21 JP 1-02.)

1 **principal planning agent.** The commander responsible for planning, coordinating, and  
2 executing military taskings in civil emergencies for a particular branch or agency of  
3 the Department of Defense . DOD Directive 3025.1 designates the geographic principal  
4 planning agents. Also called PPA. (Upon approval of this publication, this term and its  
5 definition will be included in JP 1-02.)

6  
7 **radiological accident.** A loss of control over radiation or radioactive material that presents a  
8 hazard to life, health, or property or that may result in any member of the general population  
9 exceeding exposure limits for ionizing radiation. (DODD 3150.8) (Upon approval of this  
10 publication, this term and its definition will be included in JP 1-02.)

11  
12 **response.** Activities to address the immediate and short-term effects of an emergency or  
13 disaster. Response includes immediate actions to save lives, protect property, and meet  
14 basic human needs. Based on the requirements of the situation, response assistance will be  
15 provided to an affected state under the Federal Response Plan using a partial activation of  
16 selected emergency support functions (ESFs) or the full activation of all ESFs to meet the  
17 needs of the situation. (This term and its definition are applicable only in the context of JP  
18 3-07.7 and cannot be referenced outside of this publication.)

19  
20 **response task force.** A Department of Defense (DOD) response force appropriately manned,  
21 equipped, trained and able to perform and coordinate all actions necessary to control and  
22 recover from a radiological accident or significant incident. Response task forces are  
23 organized and maintained by those unified combatant commanders having potential for a

radiological accident and primary responsibility for managing the DOD response. Also called RTF. (Upon approval of this publication, this term and its definition will be included in JP 1-02.)

**risk.** An expression of possible loss over a specific period of time or number of operating cycles. (This term and its definition are applicable only in the context of JP 3-07.7 and cannot be referenced outside of this publication.)

**state area command.** A mobilization entity within the Army National Guard state headquarters and headquarters detachment that is ordered to active duty when Army National Guard units in that state are alerted for mobilization. It provides for control of mobilized Army National Guard units from home station until arrival at the mobilization station. It is also responsible for planning and executing military support for civil defense, land defense plans under the respective area commander, and military family assistance. It is the specific headquarters unit of the Army National Guard for each state, the District of Columbia, Guam, Puerto Rico and the Virgin Islands. Also called STARC. (Upon approval of this publication, this term and its definition will be included in JP 1-02.)

**state coordinating officer.** The person appointed by the governor of the affected state to coordinate state and local response efforts with those of the federal government. Also called SCO. (Upon approval of this publication, this term and its definition will be included in JP 1-02.)

1 **support agency.** A federal department or agency designated to assist a specific lead agency  
2 with available resources, capabilities, or expertise in support of emergency support  
3 functions response operations, as coordinated by the representative of the primary agency.  
4 (This term and its definition are applicable only in the context of JP 3-07.7 and cannot be  
5 referenced outside of this publication.)

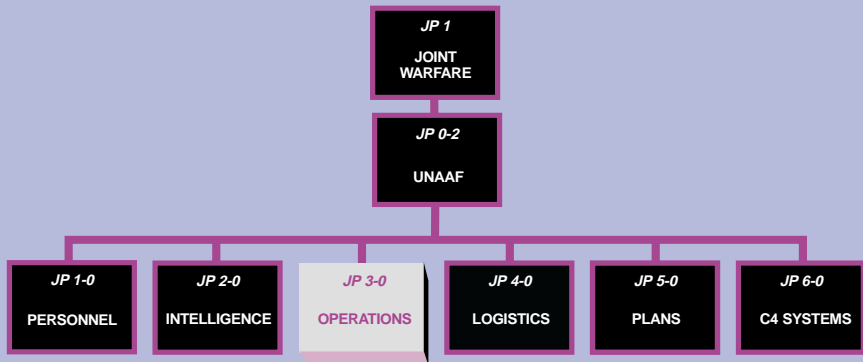
6  
7 **supported commander.** The commander having primary responsibility for all aspects of a  
8 task assigned by the Joint Strategic Capabilities Plan or other joint operation planning  
9 authority. In the context of joint operation planning, this term refers to the commander who  
10 prepares operation plans or operation orders in response to requirements of the Chairman of  
11 the Joint Chiefs of Staff. (JP 1-02)

12  
13 **terrorism.** The calculated use of unlawful violence or threat of unlawful violence to  
14 inculcate fear; intended to coerce or to intimidate governments or societies in the pursuit of  
15 goals that are generally political, religious, or ideological. (JP 1-02)

16  
17 **weapon of mass destruction.** 1. Any weapon or device that is intended, or has the  
18 capability, to cause death or serious bodily injury to a significant number of people through  
19 the release, dissemination, or impact of: toxic or poisonous chemicals or their precursors; a  
20 disease organism; or nuclear or radiological material; ~~toxins or other explosive device.~~ 2.  
21 ~~Any destructive device (any explosive, incendiary, or poison gas, bomb, grenade, or rocket~~  
22 ~~having a propellant charge of more than 4 ounces; missile having an explosive or~~  
23 ~~incendiary charge of more than one quarter ounce; mine; or device similar to any of the~~

1 ~~devices described in this definition or any type of weapon (other than a shotgun or a~~  
2 ~~shotgun shell, which the Secretary of the Treasury finds is generally recognized as~~  
3 ~~particularly suitable for sporting purposes) by whatever name known which will, or which~~  
4 ~~may be readily converted to, expel a projectile by the action of an explosive or other~~  
5 ~~propellant, and which has any barrel with a bore of more than one half inch in diameter;~~  
6 ~~and any combination of parts either designed or intended for use in converting any device~~  
7 ~~into any destructive device and from which a destructive device may be readily~~  
8 ~~assembled.); poison gas; any weapon involving a disease organism; or any weapon that is~~  
9 ~~designed to release radiation or radioactivity at a level dangerous to human life. Also called~~  
10 ~~WMD.~~ (18 USC 921, 2332a) (Upon approval of this publication, this term and its  
11 definition will modify the existing term and its definition and will be included in JP 1-02.)

# JOINT DOCTRINE PUBLICATIONS HIERARCHY



All joint doctrine and tactics, techniques, and procedures are organized into a comprehensive hierarchy as shown in the chart above. **Joint Publication (JP) 3-07.7** is in the **Operations** series of joint doctrine publications. The diagram below illustrates an overview of the development process:

